

CHAPTER 3

APPLICATION OF BOROUGH INCORPORATION STANDARDS

- Section A. Background
- Section B. Economic Capacity
- Section C. Population Size and Stability
- Section D. Regional Commonalties
- Section E. Broad Public Interest

Section A. Background

Chapter 53, SLA 2002 – the law directing the Local Boundary Commission to undertake this examination of the unorganized borough – became effective September 17, 2002. It required the Commission to complete the task assigned to it by February 19, 2003.

The Commission took two early actions to define the scope of the area to be examined. First, the Commission deliberated as to the proper interpretation of the Chapter 53 – SLA 2002 directive to “report to the legislature the areas it has identified that meet the standards for incorporation.” A broad interpretation of that charge might have reasonably included a review of areas that meet the standards for “incorporation” of parts of the unorganized borough into existing organized boroughs through annexation.¹

In October 2002, however, mindful of the limited time and resources available to complete the review, the Commission opted for a more narrow interpretation of the legislative directive. Consequently, five portions of the unorganized borough that had been identified by the Commission in the early 1990s as ‘unorganized remnants within the model boundaries of existing organized boroughs’ were omitted from the present review. Those five portions of the unorganized borough are shown on the map below:

INSERT MAP SHOWING

Juneau Model Borough unorganized remnant
Lynn Canal Model Borough unorganized remnant
Ketchikan Gateway Model Borough unorganized remnant
Denali Model Borough unorganized remnant
Fairbanks North Star Borough Model unorganized remnant

¹ Separate standards exist in law for annexation of territory to boroughs (see 3 AAC 110.160 – 3 AAC 110.210). Borough annexation standards are similar in many respects to the borough incorporation standards.

1 In December 2002, the Commission took the second action to narrow the areas
2 of the unorganized borough to be reviewed. In doing so, it excluded from
3 consideration those unorganized areas that appeared to be marginal in terms of
4 their financial capacity to support the services mandated for borough
5 government.

6
7 The Commission's action in December was based on information about each
8 area's population, per capita household income, percent of unemployment,
9 percent of adults not working, average household income, percent of poverty,
10 and residential property values.² The Commission also gave consideration to
11 circumstances not necessarily fully reflected in the 2000 federal census data
12 such as the depressed condition of the commercial fishing industry, and potential
13 access to oil and gas property tax base.

14
15 As a result of the December 2002 action, ten additional areas of the unorganized
16 borough were excluded from further consideration. Those areas are shown on
17 the map that appears below:

18
19 **Insert map showing the following regions**

20 Pribilof Islands Model Borough
21 Dillingham-Nushagak-Togiak Model Borough
22 Annette Island Model Borough
23 Lower Kuskokwim Model Borough
24 Bering Strait Model Borough
25 Yukon Koyukuk Model Borough
26 Kuspuk Model Borough
27 Iditarod Model Borough
28 Lower Yukon Model Borough
29 Yukon Flats Model Borough

30
31 Thus, the Commission selected the remaining eight areas of the unorganized
32 borough to review for compliance with all standards for borough incorporation. In
33 doing so, the Commission also combined the Aleutians West Model Borough with
34 the Aleutians Military Model Borough. Hereinafter, that area is referred to as the
35 Aleutians West Model Borough.

36
37 The eight unorganized areas to be reviewed in terms of all standards are shown
38 on the map that appears below.

39
40 **Insert map showing the following regions**

41 Prince William Sound Model Borough

² The Alaska Department of Community and Economic Development (DCED) provided the Commission with such data for all community-type localities in the unorganized borough using newly released 2000 federal census data. DCED also prepared and provided to the Commission estimates of such data aggregated on the basis of model borough boundaries and regional educational attendance area boundaries.

1 Aleutians West Model Borough/Aleutians-Military Model Borough (combined)
2 Wrangell-Petersburg Model Borough
3 Upper Tanana Model Borough
4 Glacier Bay Model Borough
5 Copper River Basin Model Borough
6 Prince of Wales Model Borough
7 Chatham Model Borough
8
9
10

11 **Section B. Economic Capacity**

12 Part 1. Background.
13 Part 2. Reasonably Anticipated Borough Functions
14 Part 3. Reasonably Anticipated Borough Expenses
15 Part 4. Reasonably Anticipated Borough Income
16 Part 5. Ability to Generate and Collect Local Revenue
17 Part 6. Economic Base, Land Use, and Development
18 Part 7. Property Valuations
19 Part 8. Personal Income
20 Part 9. Prior Borough Feasibility Studies
21 Part 10. Conclusions Regarding Economic Capacity
22

23 **Part 1. Background**

24
25 This section of the report reviews several different factors relating to the
26 economic capacity of the eight unorganized areas to take on responsibility for
27 borough government. The factors include reasonably anticipated borough
28 functions, expenses, and income. They also include information about the
29 economic base in the unorganized areas, along with property valuations, land
30 use, development, and personal income.
31

32 As noted in Chapter 2, in order for a region to satisfy the borough standards
33 established in law, it must have the resources capable of providing borough
34 services (AS 29.05.031(a)(3)).³ Moreover, the resources must be sufficient to
35 provide services on an efficient and cost-effective level (3 AAC 110.055).⁴

³ AS 29.05.031(a)(3) states that, “An area that meets the following standards may incorporate as a home rule, first class, or second class borough, or as a unified municipality:...(3) the economy of the area includes the human and financial resources capable of providing municipal services; evaluation of an area’s economy includes land use, property values, total economic base, total personal income, resource and commercial development, anticipated functions, expenses, and income of the proposed borough or unified municipality.”

⁴ 3 AAC 110.055 provides that, “The economy of a proposed borough must include the human and financial resources necessary to provide essential borough services on an efficient, cost-effective level. In this regard, the commission (1) will consider (A) the reasonably anticipated functions of the proposed borough; (B) the reasonably anticipated expenses of the proposed borough; (C) the ability of the proposed borough to generate and collect local revenue, and the

Part 2. Reasonably Anticipated Borough Functions.

State law requires organized boroughs to exercise three mandatory powers. Those are (1) education, (2) assessment and collection of taxes, and (3) land use regulation.⁵ Boroughs have authority to delegate their land use regulation powers within city boundaries to the respective cities within the borough. Boroughs may also exercise a broad range of other powers; however, those powers are discretionary.

For purposes of this review, the Commission limited its consideration to the three mandatory borough powers. The Commission recognizes that borough governments would incur certain administrative costs of operating.

The Commission notes that the three functions which State law mandates of organized boroughs are also obligatory tasks of home rule and first class cities in the unorganized borough. There are eleven home rule and first class cities in the eight unorganized areas under review. These consist of the following:

Aleutians West Model Borough

- City of Unalaska

Prince William Sound Model Borough

- City of Cordova
- City of Valdez

Wrangell-Petersburg Model Borough

- City of Wrangell
- City of Petersburg

reasonably anticipated income of the proposed borough; (D) the feasibility and plausibility of the anticipated operating and capital budgets through the third full fiscal year of operation; (E) the economic base of the proposed borough; (F) property valuations for the proposed borough; (G) land use for the proposed borough; (H) existing and reasonably anticipated industrial, commercial, and resource development for the proposed borough; and (I) personal income of residents of the proposed borough; and (2) may consider other relevant factors, including (A) the need for and availability of employable skilled and unskilled persons to serve the proposed borough; and (B) a reasonably predictable level of commitment and interest of the population in sustaining a borough government.”

⁵ AS 29.35.150 provides that, “A borough shall exercise the powers as specified and in the manner specified in AS 29.35.150 - 180 on an areawide basis.” AS 29.35.160 provides, in part, that “Each borough constitutes a borough school district and establishes, maintains, and operates a system of public schools on an areawide basis as provided in AS 14.14.060.” AS 29.35.170 provides, in part, that “A borough shall assess and collect property, sales, and use taxes that are levied in its boundaries, subject to AS 29.45.” AS 29.35.180 provides that each borough “shall provide for planning, platting, and land use regulation.”

1 **Glacier Bay Model Borough**

- 2 ▪ City of Hoonah
3 ▪ City of Pelican
4

5 **Prince of Wales Model Borough**

- 6 ▪ City of Craig
7 ▪ City of Klawock
8 ▪ City of Hydaburg
9

10 **Chatham Model Borough**

- 11 ▪ City of Kake
12

13 **Part 3. Reasonably Anticipated Borough Expenses**

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15 **Subpart (a). Education**

16
17 Education is, by far, the single biggest expense incurred by borough
18 governments. The following depicts the FY 2001 audited expenses incurred for
19 the operation of school districts that are wholly or partially within the eight
20 unorganized areas under review.
21

22 **Prince William Sound Model Borough**

23
24 The Prince William Sound Model Borough wholly includes three existing school
25 districts. Two are city school districts (Cordova and Valdez) and the third is the
26 Chugach REAA. Collectively, those districts operated nine schools serving 1,534
27 students. FY 2001 audits reported the following operational costs by those
28 districts.
29

District	Number of Schools	Number of Students	Cost Per Student	Total
Chugach REAA	4	207	\$10,802	\$2,236,014
Cordova City Schools	2	458	\$8,713	\$3,990,554
Valdez City Schools	3	869	\$9,366	\$8,139,054
Total	9	1,534	\$9,365	\$14,365,622

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31 **Aleutians West Model Borough**

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33 The Aleutians West Model Borough wholly includes two existing school districts.
34 One is a city school district (Unalaska) and the second is the Aleutian Region
35 REAA. Collectively, those districts operated five schools serving 431 students.
36 FY 2001 audits reported the following operational costs by those districts.
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District	Number of Schools	Number of Students	Cost Per Student	Total
Aleutian Region REAA	3	57	\$25,649	\$1,461,993
Unalaska City Schools	2	374	\$11,998	\$4,487,252
Total	5	431	\$13,803	\$5,949,245

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Wrangell-Petersburg Model Borough

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The Wrangell-Petersburg Model Borough wholly includes two existing school districts and portions of two others. The two wholly-included districts consist of the City of Wrangell and the City of Petersburg. Portions of the Chatham REAA and Southeast Island REAA are also included. However, the portion of the Chatham REAA included in the Wrangell-Petersburg Model Borough includes no schools or settlements. The portion of the Southeast Island REAA included in the Wrangell Petersburg Model Borough includes the settlements of Kupreanof and Thom's Place. There are no schools in Kupreanof or Thom's Place. Any students in Kupreanof may attend schools operated by the City of Petersburg.

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Collectively, the City of Wrangell and City of Petersburg school districts operated six schools serving 1,113 students. FY 2001 audits reported the following operational costs by those districts.

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District	Number of Schools	Number of Students	Cost Per Student	Total
Wrangell City Schools	3	460	\$7,734	\$3,557,640
Petersburg City Schools	3	653	\$7,578	\$4,948,434
Total	6	1,113	\$7,642	\$8,506,074

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Upper Tanana Model Borough

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The Upper Tanana Model Borough wholly includes two existing school districts. Those are the Delta-Greely REAA and the Alaska Gateway REAA. Collectively, those districts operated 12 schools serving 1,501 students. Among the schools operated by the Delta-Greely REAA is the Delta Charter Cyber School which serves students throughout the state. Enrollment at the Delta Charter Cyber School was 376 as of October 1, 2001.

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FY 2001 audits reported the following operational costs by the two districts in the Upper Tanana Basin Model Borough.

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District	Number of Schools	Number of Students	Cost Per Student	Total
Delta-Greely REAA	4	1,007	\$6,414	\$6,458,898
Alaska Gateway REAA	8	494	\$12,228	\$6,040,632
Total	12	1,501	\$8,049	\$12,081,264

Glacier Bay Model Borough

The Glacier Bay Model Borough wholly includes two existing school districts and part of a third. The two districts that are wholly included consist of those operated by the City of Pelican and the City of Hoonah. In addition, a portion of the Chatham REAA is included in the Glacier Bay Model Borough.

The portion of the Chatham REAA in the Glacier Bay Model Borough includes the settlements of Whitestone Logging Camp, Gustavus, Tenakee Springs, Elfin Cove, and Game Creek. The Chatham REAA operates schools within the Glacier Bay Model Borough at Gustavus (enrollment: 45) and Tenakee Springs (enrollment: 11).

The Chatham REAA also operates schools at Angoon (enrollment: 133) and Klukwan (enrollment: 25) located outside the Glacier Bay Model Borough. Last year, the Chatham REAA operated a school at Cube Cove (enrollment: 10), which was also outside the Glacier Bay Model Borough. The Cube Cove school closed last year.

Collectively, the three districts operated five schools in the Glacier Bay Model Borough, serving 288 students. FY 2001 audits reported the following operational costs by those districts in the Glacier Bay Model Borough (costs for Chatham REAA were based on district-wide average costs apportioned on the basis of the number of students it serves in the Glacier Bay Model Borough).

District	Number of Schools	Number of Students	Cost Per Student	Total
Hoonah City Schools	2	215	\$15,073	\$3,240,695
Pelican City Schools	1	17	\$24,383	\$414,511
Chatham REAA (Glacier Bay portion)	2	56	\$10,995 (district average)	\$615,720
Total	5	288	\$14,830	\$4,270,926

Copper River Basin Model Borough

The Copper River Basin Model Borough wholly includes one existing school district, the Copper River REAA. That district operated 9 schools serving 1,534 students. FY 2001 audits reported the following operational costs by those districts.

District	Number of Schools	Number of Students	Cost Per Student	Total
Copper River REAA	9	726	\$8,441	\$6,128,166

Prince of Wales Model Borough

The Prince of Wales Model Borough wholly includes three existing school districts and part of a fourth. The three districts that are included in their entirety consist of those operated by the City of Craig, City of Klawock, and City of Hydaburg. Additionally, the Southeast Island REAA is partially included in the Prince of Wales Model Borough.

The portion of the Southeast Island REAA that is within the Prince of Wales Model Borough includes the settlements of Edna Bay, Whale Pass, Coffman Cove, Thorne Bay, Kasaan, Hollis, Naukati Bay, Port Alexander, Point Baker, and Port Protection. The Southeast Island REAA operates schools within the Prince of Wales Model Borough at Hollis (enrollment: 20), Coffman Cove (enrollment: 25), Kasaan (enrollment: 14), Naukati (enrollment: 36), Port Alexander (enrollment: 12), Port Protection (enrollment: 23) and Thorne Bay (enrollment: 78).

The Southeast Island REAA also operates a school at Hyder (enrollment: 18) outside the Prince of Wales Model Borough. Additionally, the district has 19 students in a correspondence study program.

Collectively, the four districts operated fourteen schools in the Prince of Wales Model Borough, serving 1,170 students. FY 2001 audits reported the following operational costs by those districts in the Prince of Wales Model Borough (costs for Southeast Island REAA were based on district-wide average costs apportioned on the basis of the number of students it serves in the Prince of Wales Model Borough).

District	Number of Schools	Number of Students	Cost Per Student	Total
Craig City Schools	4	686	\$7,901	\$5,420,086
Klawock City Schools	1	175	\$12,486	\$2,185,050
Hydaburg City Schools	2	101	\$14,259	\$1,440,159
Southeast Island REAA (Prince of Wales portion)	7	208	\$12,147 (district average)	\$2,526,576
Total	14	1,170	\$9,890	\$11,571,871

Chatham Model Borough

The Chatham Model Borough includes the City of Kake School District and parts of the Chatham REAA and Southeast Island REAA. The portion of the Southeast Island REAA within the Chatham Model Borough has no schools or settlements. The portion of the Chatham REAA within the Chatham Model Borough includes Cube Cove and Angoon. Cube Cove was an active logging camp on Admiralty Island for twenty years. However, the Shee Atika Native Corporation, based in Sitka, has recently ceased logging operations at that site. There is no longer a school at Cube Cove.

Collectively, the two districts operated 3 schools serving 306 students. FY 2001 audits reported the following operational costs by those districts.

District	Number of Schools	Number of Students	Cost Per Student	Total
Kake City Schools	2	173	\$12,299	\$2,127,727
Chatham REAA (Glacier Bay portion)	1	133	\$10,995 (district average)	\$1,462,335
Total	3	306	\$11,732	\$3,590,062

Subpart (b). Assessment and Collection of Taxes

The cost of assessing and collecting taxes depends, of course, on the nature of taxes levied and a host of other factors particular to the jurisdiction involved. Borough governments are not obligated to levy property taxes. In fact, four of the last five borough governments formed do not levy property taxes.

Part 4(a) of this section of the report lists the specific taxes levied by organized boroughs in Alaska. Also listed in Part 4(a) are the specific taxes levied by cities within the eight unorganized areas under review.

Generally, property taxes tend to be among the more expensive taxes to assess and collect.⁶ In particular, the establishment of the initial property tax assessment roll can be costly.⁷ For example, in 1997, the former Department of

⁶ It is stressed, however, that a property tax database offers significant secondary benefits to a region. Maps and other information gathered for property tax databases often facilitate the financing of real estate, real estate sales, homeowner's insurance, and even the provision of emergency services by police and fire departments.

⁷ AS 29.05.210 provides that the Department of Community and Economic Development must "provide assistance to each borough and unified municipality incorporated after December 31, 1985 in (1) establishing the initial sales and use tax assessment and collection department if the borough or unified municipality has adopted a sales or use tax; (2) determining the initial property tax assessment roll if the borough or unified municipality has adopted a property tax, including contracting for appraisals of property need to complete the initial assessment." Additionally, the

Community and Regional Affairs (DCRA) estimated that the cost of establishing a property tax roll for a Delta-Greely borough would be approximately \$300,000. DCRA also estimated that annual updates to that prospective property tax roll would cost approximately \$25,000 initially, with moderate increases to account for inflation and development in later years.

The following summarizes the expenses reported in 2002 for the assessment and collection of property taxes by the twelve organized boroughs in Alaska that levy property taxes.

Borough	Number of Parcels	Geographic Size	Budget
Municipality of Anchorage	90,406	1,940 square miles	\$4,129,200
Bristol Bay Borough	926	850 square miles	\$27,000
Fairbanks North Star Borough	39,860	7,430 square miles	\$1,831,040
Haines Borough	3,218	2,730 square miles	\$89,932
City and Borough of Juneau	11,548	3,248 square miles	\$427,530
Kenai Peninsula Borough	60,515	21,330 square miles	\$1,473,626
Ketchikan Gateway Borough	6,008	1,750 square miles	\$423,194
Kodiak Island Borough	5,230	12,150 square miles	\$275,690
Matanuska-Susitna Borough	64,896	25,260 square miles	\$1,109,184
City and Borough of Sitka	3,646	4,530 square miles	\$182,931
City and Borough of Yakutat	501	9,251 square miles	\$15,000

State provides a \$600,000 grant over three years to a newly formed borough to defray the cost of transition to borough government (AS 29.05.190).

The following summarizes the expenses reported in 2002 for the assessment and collection of property taxes by the seven cities in the unorganized areas under review that reported data on the cost of levying property taxes.

Prince William Sound Model Borough			
City	Number of Parcels	Geographic Size	Budget
City of Cordova	1,803	74.58 square miles	\$10,000
City of Valdez	2,003	277.1 square miles	\$63,000
City of Whittier	452	19.75 square miles	\$5,000
Prince of Wales Model Borough			
City	Number of Parcels	Geographic Size	Budget
City of Craig	642	9.5 square miles	\$18,200
Wrangell-Petersburg Model Borough			
City	Number of Parcels	Geographic Size	Budget
City of Petersburg	2,223	46.1 square miles	\$21,000
City of Wrangell	1,530	70.9 square miles	\$20,000
Aleutians West Model Borough			
City	Number of Parcels	Geographic Size	Budget
City of Unalaska	558	214.4 square miles	\$30,000

In contrast to property taxes, other taxes such as sales taxes tend to be significantly less expensive to collect. Again, Part 4(a) of this section of the report lists the various taxes levied by organized boroughs and cities with the eight unorganized areas under review.

Subpart (c). Land Use Regulation

The exercise of "land use regulation" by local governments in Alaska is far less structured than education powers. Consequently, it is difficult to project what expenses a region may incur in the exercise of such powers.

Thirty-eight municipal governments in Alaska list planning or land use regulation expenses in their annual audits or financial statements. On a per capita basis, the reported expenditures range from as little as \$1 per resident (Bristol Bay Borough and City of Klawock) to as much as \$399 per resident (North Slope Borough). The median expenditure was \$23.50 per resident.

The most recent financial reports on record for those thirty-eight municipalities indicate that a total of \$17,202,721 was spent in terms of land use regulation or planning. Those thirty-eight local governments were inhabited by 591,394

1 residents. Thus, on average, local governments spent \$29 per resident in the
2 exercise of land use regulation or planning powers.

3
4 For purposes of this analysis, the Commission assumes, over the long-term, that
5 each borough would spend, on average, \$30 annually per resident in the
6 exercise of land use regulation and planning powers. The following expenditure
7 projections result from that assumption
8

Region	Population	Projected Annual Land Use Expenditures
Prince William Sound Model Borough	6,964	\$208,920
Upper Tanana Basin Model Borough	6,316	\$189,480
Wrangell-Petersburg Model Borough	5,893	\$176,790
Aleutians West Model Borough	4,781	\$143,430
Prince of Wales Model Borough	4,651	\$139,530
Copper River Basin Model Borough	3,089	\$92,670
Glacier Bay Model Borough	1,739	\$52,170
Chatham Model Borough	1,354	\$40,620

9 10 **Part 4. Reasonably Anticipated Borough Income**

11
12 This part of the report addresses reasonably anticipated borough income. There
13 are no specific revenue generating proposals associated with this review.
14 Therefore, the discussion of this part of the report is necessarily abstract.
15 Information about locally generated revenues of existing boroughs and cities
16 within the eight unorganized areas under review is provided in subpart (a).
17 Information about State and federal financial aid to municipalities is provided in
18 subpart (b).
19

20 **Subpart (a). Locally-Generated Income**

21 **Property Taxes**

22
23
24 Twelve of Alaska's sixteen organized boroughs levy property taxes. On a per
25 capita basis (using 2000 census population figures), revenues from ad valorem
26 taxes on property (excluding oil and gas property taxed under AS 43.56) levied
27 by those twelve boroughs in 2002 ranged from a low of \$384 per resident to a
28 high of \$1,780 per resident. The median per capita figure was \$702.
29

30 Five of the twelve property tax-levying boroughs in Alaska contain oil and gas
31 properties taxed under AS 43.56. Per capita property tax revenues from both
32 types of levies (i.e., (1) oil and gas properties and (2) all other taxable properties)
33 are shown below for the twelve boroughs.

Per Capita Property Tax Revenues for Boroughs		
Borough	Per Capita Property Tax Revenues (excluding oil & gas properties)	Per Capita Property Tax Revenues (oil & gas properties only)
Municipality of Anchorage	\$1,093	\$9
Bristol Bay Borough	\$1,780	\$0
Fairbanks North Star Borough	\$737	\$54
Haines Borough	\$479	\$0
City & Borough of Juneau	\$924	\$0
Kenai Peninsula Borough	\$666	\$144
Ketchikan Gateway Borough	\$487	\$0.
Kodiak Island Borough	\$510	\$0.
Matanuska-Susitna Borough	\$872	\$1
North Slope Borough	\$845	\$26,137
City & Borough of Sitka	\$420	\$0
City & Borough of Yakutat	\$384	\$0
Source: 2002 Revenue Figures Provided by State Assessor; 2000 Population Figures Derived from Federal Census.		

2

3 No property taxes are levied in Upper Tanana Basin Model Borough, the Copper
4 River Basin Model Borough, or the Chatham Model Borough.

5

6 However, three cities in the Prince William Sound Model Borough levy property
7 taxes and two cities in the Wrangell-Petersburg Model Borough levy property
8 taxes. One city in each of the remaining three model boroughs (Aleutians West,
9 Prince of Wales, and Glacier Bay) also levies property taxes.

10

11 On a per capita basis (using 2000 census population figures), revenues from ad
12 valorem taxes on property (excluding oil and gas property taxed under AS 43.56)
13 levied by those eight cities in 2002 ranged from a low of \$333 per resident to a
14 high of \$1,475 per resident. The median per capita figure in the range was \$573.
15 Three of the eight property tax-levying cities in question encompass oil and gas
16 properties taxed under AS 43.56. Per capita property tax revenues from both
17 types of levies are shown below for the eight cities.

1

Per Capita Property Tax Revenues for Cities in Model Boroughs		
Prince William Sound Model Borough		
City	Per Capita Property Tax Revenues (excluding oil & gas properties)	Per Capita Property Tax Revenues (oil & gas properties only)
Cordova	\$570	\$15
Valdez	\$1,475	\$3,240
Whittier	\$1,056	\$13
Aleutians West Model Borough		
City	Per Capita Property Tax Revenues (excluding oil & gas properties)	Per Capita Property Tax Revenues (oil & gas properties only)
Unalaska	\$927	\$0
Prince of Wales Island Model Borough		
City	Per Capita Property Tax Revenues (excluding oil & gas properties)	Per Capita Property Tax Revenues (oil & gas properties only)
Craig	\$333	\$0
Glacier Bay Model Borough		
City	Per Capita Property Tax Revenues (excluding oil & gas properties)	Per Capita Property Tax Revenues (oil & gas properties only)
Pelican	\$338	\$0
Wrangell-Petersburg Model Borough		
City	Per Capita Property Tax Revenues (excluding oil & gas properties)	Per Capita Property Tax Revenues (oil & gas properties only)
Petersburg	\$576	\$0
Wrangell	\$441	\$0
Source: 2002 Revenue Figures Provided by State Assessor; 2000 Population Figures Derived from Federal Census.		

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General Sales Taxes

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5

Six of the sixteen organized boroughs in Alaska levy a general sales tax ranging from 1.5% to 5%. During 2002, the general sales taxes levied by those boroughs generated, on a per capita basis, amounts ranging from \$223 per resident to \$964 per resident.

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The following table reports the general sales tax rates in effect in those five boroughs and the per capita revenues generated from those taxes.

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Per Capita General Sales Tax Revenues for Boroughs

Borough	Sales Tax Rate	General Sales Tax Revenues Reported	2000 Census Population	Per Capita Revenue
Haines Borough	1.5%	\$533,165	2,392	\$223
City & Borough of Juneau	5.0%	\$29,612,400	30,711	\$964
Kenai Peninsula Borough	2.0%	\$14,157,026	49,691	\$285
Ketchikan Gateway Borough	2.0%	\$4,953,046	14,070	\$352
City & Borough of Sitka	5.0%	\$6,593,998	8,835	\$746
City & Borough of Yakutat	4.0%	\$549,225	808	\$680

Source: 2002 Revenue Figures Provided by State Assessor; 2000 Population Figures Derived from Federal Census.

No sales taxes are levied in Upper Tanana Basin Model Borough or the Copper River Basin Model Borough.

However, general sales taxes are levied by two cities in the Aleutians West Model Borough, two cities in the Chatham Model Borough, three cities in the Glacier Bay Model Borough, five cities in the Prince of Wales Model Borough, three cities in the Prince William Sound Model Borough, and two cities in the Wrangell-Petersburg Model Borough

The following table reports the general sales tax rates in effect in the sixteen cities that levy general sales taxes in the six model boroughs listed above. The per capita revenues generated from those taxes in 2002 are also listed.

Per Capita General Sales Tax Revenues for Cities within Model Boroughs

Aleutians West Model Borough

City	Sales Tax Rate	General Sales Tax Revenues	2000 Census Population	Per Capita Revenue
Adak	3.0%	\$571,978	316	\$1,810
Unalaska	3.0%	\$5,233,204	4,283	\$1,222

Chatham Model Borough

City	Sales Tax Rate	General Sales Tax Revenues Reported	2000 Census Population	Per Capita Revenue
Angoon	3.0%	\$69,706	572	\$122
Kake	5.0%	\$138,453	710	\$195

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Glacier Bay Model Borough				
City	Sales Tax Rate	General Sales Tax Revenues Reported	2000 Census Population	Per Capita Revenue
Hoonah	5.0%	\$379,046	860	\$441
Pelican	4.0%	\$85,568	163	\$525
Tenakee Springs	1.0%	\$3,397	104	\$33
Prince of Wales Island Model Borough				
City	Sales Tax Rate	General Sales Tax Revenues Reported	2000 Census Population	Per Capita Revenue
Craig	5.0%	\$1,201,047	1,397	\$860
Hydaburg	4.0%	\$11,344	382	\$30
Klawock	5.5%	\$349,117	854	\$409
Port Alexander	4.0%	\$19,860	81	\$245
Thorne Bay	3.0%	\$78,991	557	\$142
Prince William Sound Model Borough				
City	Sales Tax Rate	General Sales Tax Revenues Reported	2000 Census Population	Per Capita Revenue
Cordova	6.0%	\$2,320,200	2,454	\$945
Whittier	3.0%	\$207,500	182	\$1,140
Wrangell-Petersburg				
City	Sales Tax Rate	General Sales Tax Revenues Reported	2000 Census Population	Per Capita Revenue
Petersburg	6.0%	\$2,334,803	3,224	\$724
Wrangell	7.0%	\$1,829,137	2,308	\$793
Source: 2002 Revenue Figures Provided by State Assessor; 2000 Population Figures Derived from Federal Census.				

2

3

Targeted Taxes

4

5

In addition to the general property and sales taxes noted above, thirteen of the sixteen organized boroughs in Alaska levy targeted taxes on particular sales or activities.

6

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The targeted taxes levied by the boroughs are as follows.

10

- The Aleutians East Borough levies a 2% raw fish tax.

11

- The Municipality of Anchorage levies an 8% bed tax, 8% car rental tax, 15% tax on the sale of tobacco products and a flat tax on aircraft.

12

13

- The Bristol Bay Borough levies a 3% raw fish tax and a 6% bed tax.

- The Denali Borough levies a \$0.05/ton severance tax on coal, \$0.05/cubic yard severance tax on gravel, and a 7% bed tax.
- The Fairbanks North Star Borough levies an 8% bed tax outside the City of Fairbanks.
- The Haines Borough levies a 4% bed tax and a 4% tour tax.
- The City and Borough of Juneau levies a 7% bed tax, 3% liquor tax, and 6% tobacco tax.
- The Ketchikan Gateway Borough levies a 4% bed tax outside the City of Ketchikan.
- The Kodiak Island Borough levies a 9.25 mill severance tax on timber and fish resources and a 5% bed tax.
- The Lake & Peninsula Borough levies a 2% raw fish tax, guide fees, and a 6% bed tax.
- The Matanuska-Susitna Borough levies a 5% bed tax.
- The City & Borough of Sitka levies a 6% bed tax and \$.02/gal fuel tax.
- The City & Borough of Yakutat levies a 1% raw fish tax, 4% bed tax, and 4% car rental tax.

The following table lists the total 2002 revenue – both in total and per capita terms – from the targeted taxes levied by the thirteen boroughs as noted above.

Borough	Targeted Tax Revenues	Per Capita Revenues
Aleutians East Borough	\$2,013,524	\$747
Municipality of Anchorage	19,929,263	\$77
Bristol Bay Borough	343,440	\$273
Denali Borough	1,308,933	\$691
Fairbanks North Star Borough	\$1,061,135	\$13
Haines Borough	431,534	\$180
Juneau, City & Borough of	1,825,500	\$59
Ketchikan Gateway Borough	\$28,244	\$2
Kodiak Island Borough	774,974	\$56
Lake & Peninsula Borough	487,488	\$267
Matanuska-Susitna Borough	\$627,201	\$11
Sitka, City & Borough of	284,869	\$32
City & Borough of Yakutat	71,485	\$88

No targeted taxes are levied in Upper Tanana Basin Model Borough or the Copper River Basin Model Borough.

However, targeted taxes are levied by one city in the Aleutians West Model Borough, two cities in the Chatham Model Borough, two cities in the Glacier Bay Model Borough, three cities in the Prince of Wales Model Borough, three cities in the Prince William Sound Model Borough, and two cities in the Wrangell-Petersburg Model Borough

The targeted taxes levied by the cities are as follows.

- The City of Unalaska levies a 2% raw fish tax and a 5% bed tax.
- The City of Angoon levies a 3% bed tax.
- The City of Kake levies a 1% raw fish tax.
- The City of Pelican levies a 10% bed tax.
- The City of Tenakee Springs levies a 6% bed tax.
- The City of Craig levies a 6% liquor tax and 6% raw fish tax.
- The City of Klawock levies a 6% bed tax.
- The City of Port Alexander levies a 6% bed tax.
- The City of Cordova levies a 6% bed tax and a 6% auto rental tax.
- The City of Valdez levies a 6% bed tax.
- The City of Whittier levies a fish tax and passenger transportation tax.
- The City of Petersburg levies a 4% bed tax.
- The City of Wrangell levies a \$4/night bed tax.

The following table lists the total 2002 revenue – both in total and per capita terms – from the targeted taxes levied by the thirteen cities as noted above.

Area	Total Revenues	Per Capita Revenues
Aleutians West Model Borough		
Unalaska	\$3,453,973	\$806
Chatham Model Borough		
Angoon	\$9,244	\$16
Kake	\$106,354	\$150
Glacier Bay Model Borough		
Pelican	\$3,594	\$22
Tenakee Springs	\$1,122	\$11
Prince of Wales Island Model Borough		
Craig	\$85,409	\$61
Klawock	\$3,612	\$4
Port Alexander	\$1,611	\$20
Prince William Sound Model Borough		
Cordova	\$67,479	\$27
Valdez	\$296,162	\$73
Whittier	\$178,895	\$983
Wrangell-Petersburg Model Borough		
Petersburg	\$38,529	\$12
Wrangell	\$17,664	\$8

Other Sources of Locally Generated Revenue

In addition to taxes, local governments generate revenues through other means such as user fees and enterprise operations.

The following table summarizes other locally-generated revenues of Alaska's sixteen organized boroughs.

Borough	Licenses/ Permits	Service Charges	Enterprise Revenues	Other	Per Capita Total
Aleutians East Borough	\$0	\$0	\$0	\$1,510,596	\$560
Bristol Bay Borough	\$0	\$196,821	\$1,043,787	\$715,686	\$1,556
Juneau	\$4,415,504	\$4,121,087	\$45,699,121	\$6,130,058	\$1,966
Sitka	\$165,377	\$3,612,224	\$14,210,636	\$2,702,117	\$2,342
Yakutat	\$0	\$101,075	\$1,944,620	\$584,476	\$3,255
Denali Borough	\$0	\$0	\$31,581	\$98,091	\$69
Fairbanks North Star Borough	\$0	\$2,993,424	\$6,109,508	\$9,466,463	\$224
Haines Borough	\$0	\$0	\$0	\$1,190,275	\$498
Kenai Peninsula Borough	\$0	\$0	\$47,310,533	\$9,721,917	\$1,148
Ketchikan Gateway Borough	\$18,545	\$729,198	\$2,459,874	\$3,888,975	\$504
Kodiak Island Borough	\$0	\$2,746,742	\$2,672,960	\$6,965,159	\$890
Lake & Peninsula Borough	\$28,461	\$244,476	\$0	\$1,850,505	\$1,165
Matanuska-Susitna Borough	\$118,175	\$4,328,453	\$0	\$7,870,667	\$208
Anchorage	\$9,173,675	\$22,579,918	\$166,121,259	\$32,846,457	\$886
North Slope Borough	\$0	\$7,170,578	\$13,184,032	\$41,447,735	\$8,369
Northwest Arctic Borough	\$0	\$1,384,920	\$0	\$2,598,681	\$553

The following table summarizes other locally-generated revenues reported by cities within the eight unorganized areas under review.

Model Borough/City	Licenses/ Permits	Service Charges	Enterprise Revenues	Other	Per Capita Total
Aleutians West Model Borough					
Atka	\$0	\$0	\$0	\$76,358	\$771
Unalaska	\$22,018	\$586,947	\$11,955,169	\$2,351,981	\$3,483
Chatham Model Borough					
Angoon	\$0	\$54,814	\$151,724	\$21,450	\$381
Kake	\$750	\$200,749	\$346,034	\$143,519	\$928
Glacier Bay Model Borough					
Hoonah	\$0	\$192,076	\$293,954	\$811,606	\$1,509
Pelican	\$20	\$64,801	\$15,305	\$222,486	\$2,242
Tenakee Springs	\$3,518	\$1,125	\$151,152	\$18,165	\$1,657

Model Borough/City	Licenses/ Permits	Service Charges	Enterprise Revenues	Other	Per Capita Total
Prince of Wales Model Borough					
Coffman Cove	\$2,150	\$37,427	\$52,135	\$278,159	\$1,849
Craig	\$48,101	\$270,208	\$1,163,764	\$2,265,349	\$2,682
Hydaburg	\$0	\$98,853	\$115,865	\$208,510	\$1,088
Kasaan	\$0	\$27,885	\$48,027	\$27,236	\$2,344
Klawock	\$0	\$236,202	\$520,110	\$432,280	\$1,766
Port Alexander	\$0	\$0	\$0	\$8,526	\$95
Thorne Bay	\$8,826	\$23,435	\$772,925	\$135,760	\$1,560
Prince William Sound Model Borough					
Cordova	\$12,897	\$598,429	\$5,555,351	\$922,938	\$2,889
Valdez	\$94,858	\$5,918,614	\$449,368	\$1,445,387	\$1,852
Whittier	\$4,350	\$331,519	\$953,498	\$330,892	\$5,606
Upper Tanana Basin Model Borough					
Delta Junction	\$0	\$207,808	\$0	\$413,261	\$692
Eagle	\$0	\$0	\$0	\$31,374	\$183
Wrangell-Petersburg Model Borough					
Kupreanof	\$0	\$600	\$0	\$20,948	\$898
Petersburg	\$10,345	\$377,921	\$6,509,165	\$913,039	\$2,306
Wrangell	\$968	\$6,247,557	\$3,338,092	\$1,638,151	\$4,369

Subpart (b). State and Federal Aid

This portion of the report addresses various State and Federal financial aid provided to municipal governments.

Organization grants. AS 29.05.190 provides for organization grants to newly formed boroughs. The purpose of the grants is to defray the cost of transition to borough government and to provide for interim governmental operations. \$300,000 is awarded for the borough's first full or partial fiscal year; \$200,000 for the borough's second fiscal year; and \$100,000 for the borough's third fiscal year.

Education Foundation Funding. While borough governments exercise education powers, the State of Alaska provides a significant portion of their education funding. In FY 2002, the State of Alaska appropriated \$645,468,498 in education foundation funding for all school districts in the state.

The Alaska Department of Education and Early Development provided estimates of education foundation funding for each of the eight unorganized areas under review based on FY 1999 funding. Those estimates are shown in the following table.

Area	Basic Need	Local Effort	Deductible	Quality	State Aid	Funding	Entitlement
------	------------	--------------	------------	---------	-----------	---------	-------------

		(LE)	874	Schools		Floor	
Copper River Basin	\$5,624,665	\$2,171,541	\$77,589	\$21,548	\$3,397,083	\$15,984	\$3,413,067
Glacier Bay	\$5,402,055	\$239,213	\$434,418	\$21,937	\$4,750,361	\$237,315	\$4,987,676
Prince of Wales	\$7,980,391	\$711,393	\$217,386	\$32,408	\$7,084,020	\$351,121	\$7,435,141
Upper Tanana Basin	\$13,131,862	\$1,906,486	\$439,142	\$53,327	\$10,839,562	\$409,905	\$11,249,467
Wrangell-Petersburg	\$8,029,405	\$1,599,076	\$180,382	\$32,607	\$6,282,554	\$71,296	\$6,353,850
Prince William Sound	\$11,811,765	\$4,599,834	\$74,346	\$43,261	\$7,180,846	\$1,192,873	\$8,373,719
Aleutians West	\$5,182,991	\$1,525,966	\$127,925	\$21,048	\$3,550,148	\$593,808	\$4,143,956
Chatham	\$3,110,236	\$150,359	\$398,518	\$12,630	\$2,573,989	\$71,296	\$2,645,285
Source: Alaska Department of Education and Early Development							

Municipal Land Entitlement

A newly formed borough is entitled to ten percent of the vacant, unreserved, and unappropriated State lands within the boundaries of the borough. The lands may be sold to generate revenues or used for any other purpose deemed suitable by the borough.

State Revenue Sharing (SRS) Program. This program is funded annually by the State Legislature. In FY 2002, SRS funding was \$12,855,200. SRS provides financial assistance to municipalities, eligible unincorporated communities, and eligible volunteer fire departments for public services such as education, water and sewer, police, road maintenance, health care and fire protection.

National Forest Receipts. Twenty-five percent of the income earned from U.S. Forest Service activities within the Chugach and Tongass National Forest is currently distributed to 9 boroughs, 17 cities, 4 REAAs, and the Metlakatla Reservation. Approximately \$9 million is available annually.

Payment in Lieu of Taxes. The federal PILT program provides payments to local governments that contain certain federally-owned lands known as "entitlement lands". PILT payments are intended to help offset losses in property taxes due to nontaxable federal lands within municipal boundaries. The U.S. Department of Interior administers PILT payments to boroughs, and DCED administers federal PILT payments to cities within the unorganized borough. In FY 2003, \$5,267,071 was provided to the unorganized borough.

Safe Communities Program. This program is funded annually by the state Legislature. In FY 2002, Safe Communities Program funding was \$16,775,500. Safe Communities Program funding can be used for any public purpose for which the municipal government is authorized to expend funds. The intent of the program, however, is to provide financial assistance to municipalities for public services such as police and fire protection, emergency medical services, and sanitation services.

1
2 **Fisheries Business Tax.** This program provides for an annual sharing of state
3 fisheries business license fees and taxes collected outside of municipal
4 boundaries by Department of Revenue to municipalities that can demonstrate
5 they suffered significant effects from fisheries business activities. In FY 1999,
6 \$1,208,039 was distributed to eligible municipalities.
7

8 **Fisheries Landing Tax.** This program provides for an annual sharing of state
9 fisheries landing taxes collected on floating fisheries outside of municipal
10 boundaries by Department of Revenue to municipalities that can demonstrate
11 they suffered significant effects from fisheries business activities.
12

13 **Alaska Coastal Management Program.** Approximately \$1 million in federal
14 funding is awarded annually to eligible "Coastal Districts" (municipalities and
15 Coastal Resource Services Areas) for coastal management activities and
16 community planning assistance. The amounts awarded annually range from
17 \$38,250 for large boroughs, to \$17,800 for small boroughs.
18

19 **Capital Matching Grants.** Annual grants are available to cities and boroughs
20 (and eligible unincorporated communities in the unorganized borough) for capital
21 projects. Funding is determined by the State Legislature; typically around \$15
22 million annually. The amount allocated to each community is based on
23 population, and ranges from \$25,000 to over \$500,000 annually.
24
25

26 **Part 5. Ability to Generate and Collect Local Revenue**

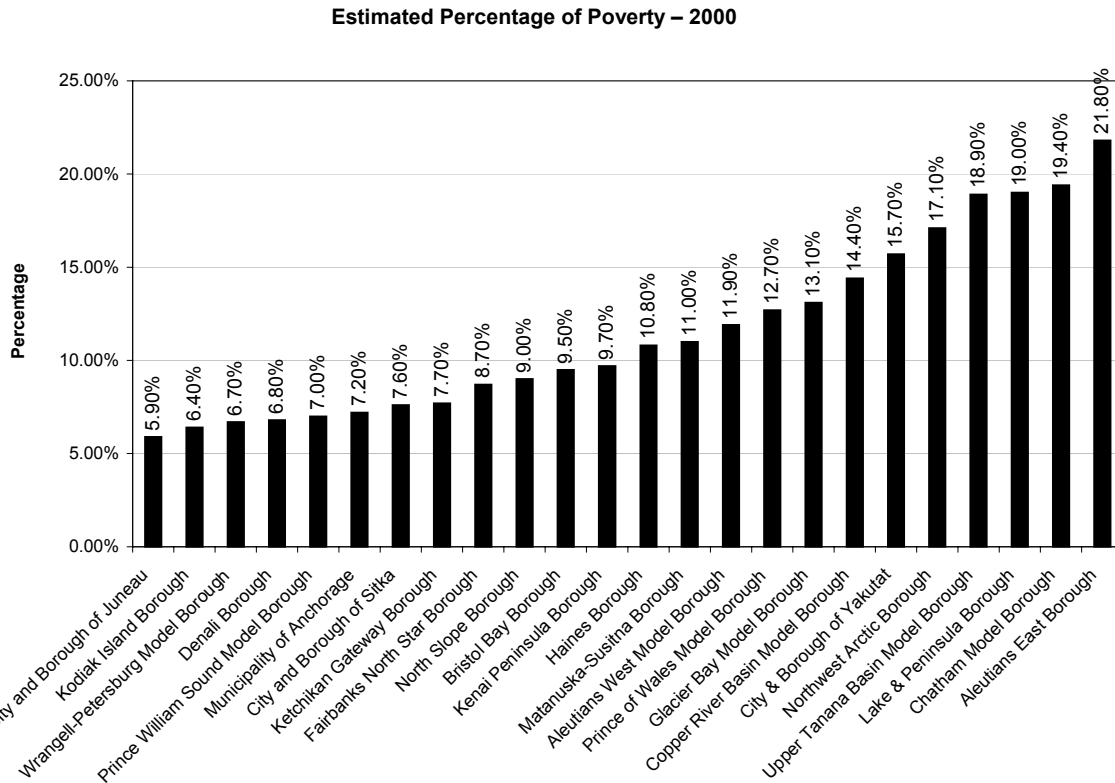
27

28 Of course, many factors influence a borough's ability to generate and collect local
29 revenue. These include the existing revenues generated within the area, value
30 of taxable property, extent of taxable sales transactions, land use, development,
31 level of poverty, unemployment, percentage of adults not working, personal
32 income, and other factors.
33

34 Information regarding existing revenues within the eight unorganized areas under
35 review from local property taxes, sales taxes, other taxes, and other sources was
36 provided in Part 4 of this section of the report. Summary information about each
37 region's economic base and development, along with general information
38 concerning land ownership is provided in Part 6. Property valuations for each
39 region are provided in Part 7. Data concerning personal income in each region is
40 presented in Part 8. Other considerations are addressed in Part 9.
41

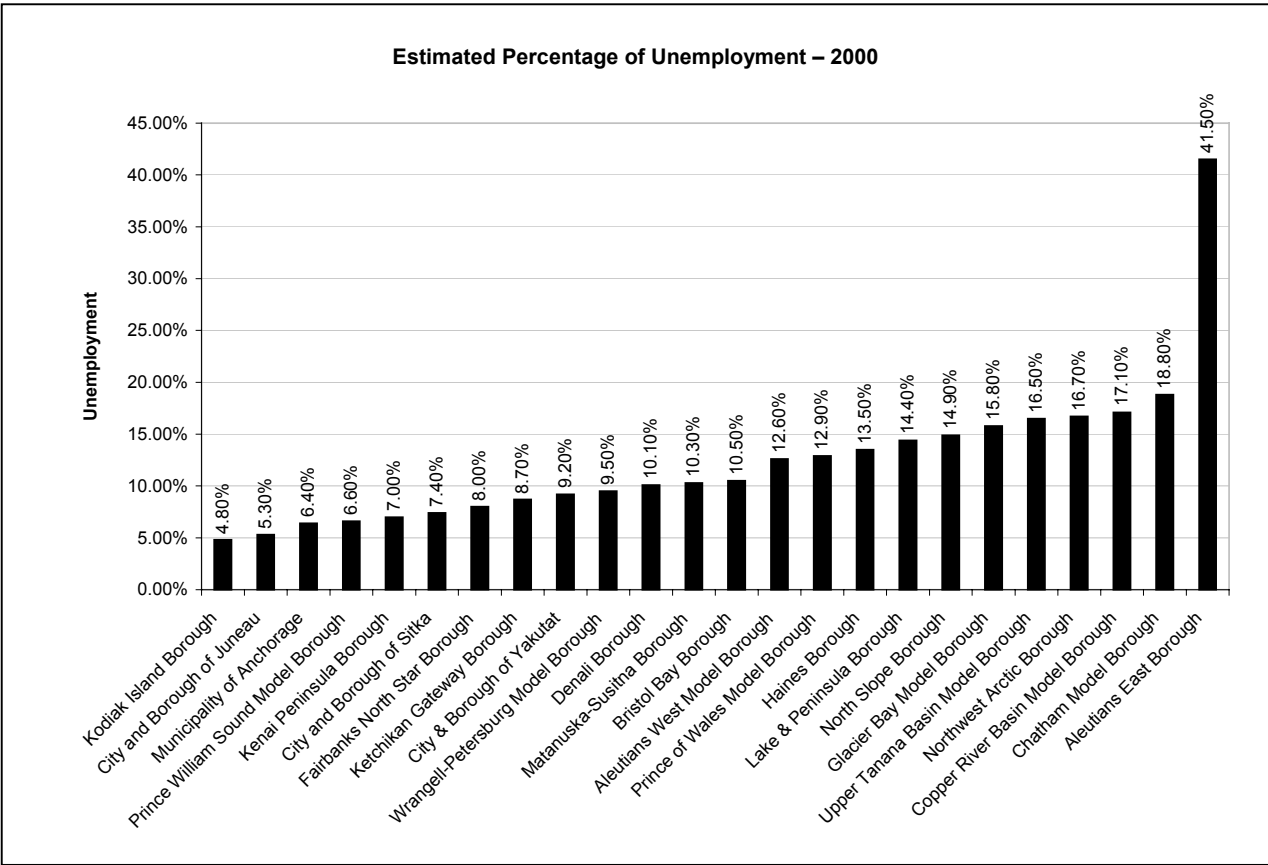
42 Although directly relevant to the ability of the borough to generate and collect
43 local revenue, the information provided in those sections will not be repeated
44 here to avoid redundancy. Information relevant to the topic presented in this
45 section includes a review of poverty data, unemployment, and percentage of
46 adults not working.

Poverty Level. The poverty levels of all eight unorganized regions under review are lower than at least one existing organized borough. The following chart reflects the estimated levels of poverty in the sixteen organized boroughs in Alaska and the eight unorganized areas reviewed under Chapter 53, SLA 2002.

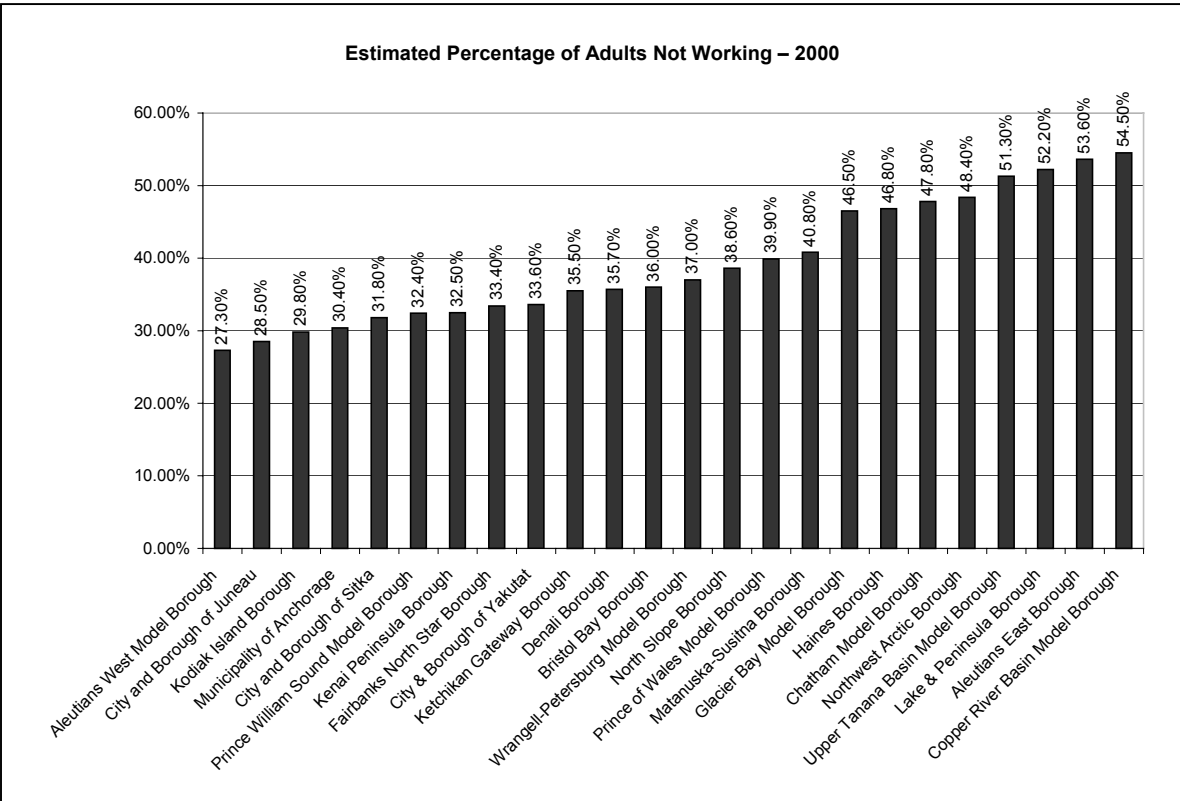


Unemployment. The percent of unemployment is a fundamental measure of the strength of the economic base of a region. All eight of the unorganized areas under review in this report had rates of unemployment lower than at least one organized borough. Six of the unorganized areas had double-digit rates of unemployment, as did fully half of the existing organized boroughs in Alaska.

The following chart reflects the unemployment rates for Alaska's organized boroughs and the eight unorganized areas under review.



1 **Percentage of Adults Not Working.** Another fundamental measure of the
2 strength of the economy of a region is its estimated percentage of adults not
3 working. Seven of the eight unorganized regions under review had lower
4 percentages of adults not working compared to at least two organized boroughs.
5 The exception was the Copper River Basin Model Borough, which had a level of
6 adults not working that was 0.9 percentage points higher than the organized
7 borough with the highest figure.
8



Part 6. Economic Base, Land Use, and Development

This part of the report presents an overview of land ownership in Alaska (subpart (a)). That is followed by a summary of the economic base, land use, and development within the eight unorganized areas under review (subparts (b)-(i)).⁸

Subpart (a). Land Ownership in Alaska. The particulars of land ownership in each of the eight unorganized areas were not explored for purposes of this review. However, the Commission is aware that a relatively low percentage of land in any organized or unorganized region of Alaska is privately owned, except for that which is owned by Native corporations. Even so, the amount of privately owned land per capita, not including Native corporate landholdings, is higher than for most states. The following general characteristics of land ownership in Alaska are noted.⁹

The federal government is the largest single landowner in Alaska. It owns approximately 222 million acres, or sixty percent of the state. The National Park Service and U.S. Fish and Wildlife Service manage about 119.3 million acres (48.3 million and 71.0 million acres respectively) for the primary uses of resource protection and fish and wildlife conservation. The U.S. Forest Service and Bureau of Land Management manage about 97.7 million acres (19.8 million and 77.9 million acres respectively) for multiple use purposes, including timber production, fish and wildlife, recreation, water and mining. The remaining federal land, comprising some 5 million acres, is designated for special purposes such as military reservations, the National Petroleum Reserve and U.S. Postal Service lands.

The State of Alaska is the second largest landowner in Alaska. It owns approximately 90 million acres, and is entitled to receive an additional 15 million acres from the federal government. State lands were chosen to meet three specific needs – settlement, resources and recreation.

State settlement lands were selected to encourage development and settlement. Land for public facilities, road construction and other public needs were included. The State transfers large tracts of land to local governments, and leases and

⁸ The regional summaries presented here are adapted from the Alaska Economic Information System provided by the Alaska Department of Community and Economic Development at: http://www.dced.state.ak.us/cbd/AEIS/AEIS_Home.htm. The summaries of the economic base of the localities are adapted from the Alaska Community Data Base maintained by the Alaska Department of Community and Economic Development at: http://www.dced.state.ak.us/cbd/commdb/CF_CIS.htm.

⁹ Source: *Land Ownership in Alaska*, Alaska Department of Natural Resources (March 2000). http://www.dnr.state.ak.us/mlw/factsht/land_own.pdf

disposes of land to the private sector. There are approximately 580,000 acres currently in the state's land disposal bank for eventual lease or sale. Resource lands were selected for agriculture, forestry, commercial fisheries, mining potential, oil and gas development, and wildlife habitat. Recreation lands were selected for wildlife, back-country recreation, and varying degrees and types of developed recreation for Alaskans and the tourist industry.

Native lands are private lands. The Alaska Native Claims Settlement Act (ANCSA), passed by Congress in 1971, mandated the creation of regional and village Native corporations for the disbursement of the 44 million acres to Native ownership. Thirteen regional corporations were created for the distribution of ANSCA land. Twelve of those shared in selection of 16 million acres, the thirteenth corporation, based in Seattle, received a cash settlement only. Two hundred twenty-four village corporations, of 25 or more residents, shared 26 million acres. The remaining acres, which include historical sites and existing native-owned lands, went into a land pool to provide land to small villages of less than 25 people.

Land in private ownership (other than Native land) comprises less than one percent of the total land in Alaska. Much of the best land for development around Alaska's communities is, or will be, privately owned. Private land development meets people's needs by providing places to live, work, shop and recreate. It also provides a tax base for cities and communities to help support public services.

Subpart (b) Aleutians West Model Borough. The Aleutians West Model Borough extends westerly from the western boundary of the Aleutians East Borough to the end of the Aleutians Islands. The economic base of the region consists principally of commercial fishing and seafood processing.

Gross earnings in the region from commercial fishing declined dramatically from 1995 to 1998, then recovered in 1999. The recovery was due in part to a rapid expansion of the pollock fishery.

The region includes the nation's most productive commercial fishing port – Unalaska. However, much of the economic benefit of the commercial fishing activities in the region accrues to non-local residents. Crab, halibut, sablefish, and Pacific cod are the major fisheries. Atka and Nikolski belong to the Aleutian Pribilof Island Community Development Association, the local CDQ group. With small boats, the residents from those communities are able to harvest quotas of fish each year.

There is also a small tourism sector in the region. Guided sport fishing is the biggest visitor attraction of the area. The Unalaska Convention and Visitors Bureau reports that all the major communities of the region are interested in increasing tourism. Small communities in the region such as Nikolski and Atka

1 are beginning to attract visitors. A new lodge in Nikolski plans to operate
2 throughout the year with limited closures at regular intervals.

3
4 The Aleutians West Model Borough encompasses six localities. These are Adak
5 (population 316); Atka (population 92); Attu Station (population 20); Nikolski
6 (population 39); Shemya (population 27); and Unalaska (population 4,283). A
7 brief description of land use and development in each of those localities follows:

8
9 **Adak.** A land exchange between Aleut Corporation and the federal government
10 transferred most of the former naval facilities at Adak to the Aleut Corporation. A
11 portion of the Island remains within the National Maritime National Wildlife
12 Refuge, managed by U.S. Fish & Wildlife. Adak currently provides a fueling port
13 and crew transfer facility for foreign fishing fleets – an airport, docks, housing
14 facilities and food services are available. A grocery and ship supply store and
15 restaurant opened in February 1999. Aleut Corporation maintains the facilities.
16 Contractors are performing an environmental clean-up. Processing of Pacific
17 cod, pollock, mackerel, halibut, albacore and brown king crab occurs locally. Four
18 residents hold a commercial fishing permit, primarily for groundfish.

19
20 **Atka.** Atka's economy is based on subsistence living and wages earned from
21 the halibut fishery. A small local fish processing plant, Atka Pride Seafoods,
22 operates seasonally to serve the 45-boat local fleet. It currently processes halibut
23 and black cod. Nine residents hold commercial fishing permits. A number of
24 offshore fish processors carry out crew changes in Atka. Year-round income
25 opportunities in the village are limited to education and other government-related
26 work. A reindeer herd comprised of more than 2,500 animals provides a source
27 of meat.

28
29 **Attu.** Attu is a U.S. Coast Guard Station. It is located on the northeast coast of
30 Attu Island, in the Near Islands group, on the far western end of the Aleutian
31 Chain. All personnel at the Coast Guard station live in a group quarters facility.

32
33 **Nikolski.** Most Nikolski residents support themselves by working outside the
34 village at crab canneries and on processing ships. The lack of a harbor and dock
35 has limited fisheries-related activities. The village is interested in developing a
36 small value-added fish processing plant and a sport fishing lodge to attract
37 former residents who left Nikolski for economic reasons. A sport-fishing charter
38 boat was recently purchased by the Aleutian/Pribilof Island Community
39 Development Association. Some 4,000 to 7,000 sheep, as well as 300 head of
40 cattle and 30 horses graze over much of the island on which Nikolski is located.
41 Income is supplemented by subsistence activities, which provide a substantial
42 part of the villagers' diets. Salmon, halibut, seals and ducks are utilized.

43
44 **Shemya.** Shemya was developed during World War II as an Army Air base, and
45 became an Air Force intelligence site, Eareckson Air Force Station. At its peak,
46 the Station housed over 1,100 personnel. By 1980, the workforce had been

1 reduced to 600. The military facility at Shemya was closed in 1995; there is
2 currently a small group of caretakers residing on the Station.

3
4 **Unalaska.** Unalaska's economy is based on commercial fishing, fish processing,
5 and fleet services such as fuel, repairs and maintenance, trade and
6 transportation. The community enjoys a strategic position as the center of a rich
7 fishing area, and for transshipment of cargo between Pacific Rim trading
8 partners. The Great Circle shipping route from major West Coast ports to the
9 Pacific Rim passes within 50 miles of Unalaska, and Dutch Harbor provides a
10 natural protection for fishing vessels. In 2000, Unalaska landed \$124.9 million in
11 seafood. Onshore and offshore processors provide some local employment.
12 However, non-resident workers are usually brought in during the peak season.
13 50 residents hold commercial fishing permits. Westward Seafoods, Unisea and
14 Alyeska Seafoods process seafood in Unalaska. Rapid growth occurred between
15 1988 and 1992 as the pollock fishery developed; the economy has now
16 stabilized. Unalaska has a budding tourist industry and a new Convention and
17 Visitors Bureau.

18
19 **Subpart (c) Chatham Model Borough.** The Chatham Model Borough
20 encompasses three localities extending from the northwest Kupreanof Island to
21 north Admiralty Island. These are Kake (population 710); Angoon (population
22 572); Cube Cove (population 72). The economy of the area is based upon
23 commercial fishing, timber and tourism. However, most commercial timberland
24 owned by village corporations has been harvested. In addition, a downturn in the
25 Pacific Rim export timber markets has slowed harvests of forestlands owned by
26 the Sealaska Corp. The salmon fishery of the region is strongly tied to the troll
27 fleet. Reliance on salmon diminished throughout the 1990s. Halibut earnings
28 increased to become the most valuable species in 1999. Sablefish is another
29 valuable species for region fishermen, in some years earning more than salmon
30 throughout the decade. A brief description of development and commercial
31 activities in Chatham localities follows.

32
33 **Kake.** Kake is located on the northwest coast of Kupreanof Island. The largest
34 employers are the City of Kake, including the municipal school district, and the
35 logging industry. Fishing, seafood processing, and logging contribute
36 considerably to the economy. 67 residents hold commercial fishing permits.

37
38 The Kake Tribal Corporation owns the local cold storage plant, Ocean Fresh
39 Seafoods, and is the largest employer. The non-profit Gunnock Creek Hatchery
40 has assisted in sustaining the salmon fishery. Kake Fisheries employs 20 local
41 residents. Turn Mountain Timber, a joint venture between Whitestone Logging
42 and Kake Tribal Logging, employed 75 residents and harvested 27 million board
43 feet in the Kake area in 2000. Southeast Stevedoring, a Sealaska contractor,
44 employs another 63 at the log sort yard and transfer facility at Point McCarny.
45 Salmon, halibut, shellfish, deer, bear, waterfowl and berries are important
46 subsistence food sources.

1
2 **Angoon.** Commercial fishing is a major source of income; 56 residents hold
3 commercial fishing permits, primarily hand-trolling for king and coho salmon. A
4 shellfish farm was recently funded by state and federal grants. The Chatham
5 School District is the primary employer. Small-scale logging on Prince of Wales
6 Island provides occasional jobs.
7

8 **Cube Cove.** The Admiralty Island community was once known as Eight Fathom
9 Bight. The name Cube Cove was first reported in 1951 by the U.S. Geological
10 Survey. Cube Cove was an active logging camp for twenty years. However, the
11 Shee Atika Native Corporation, based in Sitka, has recently ceased logging
12 operations at that site. There is no longer a school at Cube Cove.
13

14 **Subpart (d) Copper River Basin Model Borough.** The Copper River Basin is
15 located in the eastern portion of Southcentral Alaska and encompasses 20,649
16 square miles. This region includes the Wrangell and St. Elias mountain ranges,
17 the upper Copper River drainage, and nine of the 16 highest mountain peaks in
18 North America. Glennallen is the business hub of the Copper River region.
19 Employment is mostly associated with highway maintenance, small retail stores,
20 local community organizations, medical services and schools. Local businesses
21 primarily serve travelers along the Glenn Highway, providing gasoline, supplies
22 and services. Federal and State agencies, including the Bureau of Land
23 Management, the Alaska State Troopers, the Department of Fish and Game, and
24 a state highway maintenance crew are located in Glennallen.
25

26 The Copper River Basin Model Borough encompasses eighteen localities.
27 These are Paxson (population 43); Tazlina (population 149); Silver Springs
28 (population 130); Copperville (population 179); Slana (population 124); Willow
29 Creek (population 201); Gakona (population 215); Glennallen (population 554);
30 McCarthy (population 42); Copper Center (population 362); Gulkana (population
31 88); Tonsina (population 92); Kenny Lake (population 410); Chistochina
32 (population 93); Mendeltna (population 63); Chitina (population 123); Nelchina
33 (population 71) and Tolsana (population 27). Brief descriptions of land use and
34 development in each of the Copper River Basin localities follows:
35

36 **Paxson.** Several residents of Paxson are State highway maintenance personnel
37 and their families. There is no local school. There are five lodges with
38 restaurants and bars in the area, several gift shops, a post office, gas station,
39 grocery store and bunk house. This area has been a testing site for
40 snowmachine companies for the past several years. One resident holds a
41 commercial fishing permit.
42

43 **Tazlina.** Local businesses include a combined grocery, liquor, hardware, gas and
44 sporting goods store, a wholesale bread distributor, a freight service, and an RV
45 park. The Prince William Sound Community College, Division of Forestry, State
46 Highway Maintenance station, Division of State Parks, and Division of

1 Communications are located in the area. Some residents rely on subsistence
2 fishing and hunting.

3
4 **Silver Springs.** The economy is based on local services and businesses, the
5 National Park offices, and highway-related tourism. Two RV Parks and three
6 river boat charter services operate from Copper Center. Many residents depend
7 on subsistence hunting, fishing, trapping and gathering.

8
9 **Copperville.** This community was developed during Trans-Alaska pipeline
10 construction. Residents are employed in government, schools, retail businesses
11 and other services along the Richardson Highway. Subsistence is important to
12 the community.

13
14 **Slana.** The nearby Nabesna Mine opened in 1923 and operated sporadically
15 through the late 1940s. The mine employed 60 people at its height. Slana
16 developed rapidly in the 1980s when homesteads were offered for settlement by
17 the federal government. The community is comprised primarily of homesteaders.
18 The last location of BLM's homesite program, individuals received 5 acres of free
19 land in Slana. A roadside lodge provides groceries, gas, liquor, an auto
20 mechanic and RV parking. Other local businesses include a general store, art
21 gallery, canoe rental, bed & breakfast, snowmachine sales and solar panel sales.
22 A National Park Ranger Station and state highway maintenance camp are
23 located nearby. Subsistence activities supplement income. Two residents hold
24 commercial fishing permits.

25
26 **Willow Creek.** The economy is based on local services and businesses, the
27 National Park offices, and highway-related tourism. Many residents depend on
28 subsistence hunting, fishing, trapping and gathering.

29
30 **Gakona.** Gakona depends upon local businesses and seasonal tourist travel.
31 There is a motel, restaurant, bar, newspaper print shop, sawmill and dog sled
32 maker in Gakona. Summers provide income for local fishing and hunting guides,
33 rafting operations and outfitters. Three residents hold commercial fishing permits.
34 Some residents rely on subsistence activities and trapping.

35
36 **Glennallen.** Glennallen is the business hub of the Copper River region. Local
37 businesses serve area communities and Glenn Highway traffic, providing
38 gasoline, supplies and services, schools and medical care. State highway
39 maintenance and federal offices are in Glennallen. A visitors' information center
40 and several RV parks serve independent travelers. The Wrangell St. Elias Visitor
41 Center and National Park Headquarters was recently completed. Unemployment
42 is low. Four residents hold commercial fishing permits. Offices for the Bureau of
43 Land Management, Alaska State Troopers, and the Dept. of Fish and Game are
44 located here. There are several small farms in the area.

1 **McCarthy.** The Kennecott copper mines and camp were established 1908
2 across from the Kennicott Glacier, 4.5 miles from McCarthy. Over its 30-year
3 operation, \$200 million in ore was extracted from Kennecott, the richest
4 concentration of copper ore known in the world. The mines closed in 1938 and
5 McCarthy was largely abandoned. The historic mine buildings and artifacts are a
6 summer tourism attraction. Employment is limited and seasonal. Local
7 businesses include lodges, a museum, a small store, gift shop, and guide
8 services.

10 **Copper Center.** The economy is based on local services and businesses, the
11 National Park offices, and highway-related tourism. The Copper Center Lodge is
12 on the National Register of Historic Roadhouses. Two RV Parks and three river
13 boat charter services operate from Copper Center. Many residents depend on
14 subsistence hunting, fishing, trapping and gathering. Eight residents hold
15 commercial fishing permits.

17 **Gulkana.** Residents of Gulkana engage in subsistence hunting, fishing, trapping
18 and gathering. Employment is limited to the village council and seasonal
19 construction. There are no businesses in the village. The Wrangell-St. Elias
20 National Park and Preserve provides some federal employment.

22 **Tonsina.** The 2000 census reported that eighteen individuals were employed at
23 Tonsina. Roadhouses, the Ernestine State Highway Maintenance camp, and
24 Alyeska Pipeline Pump Station 12 are the nearest employers. Subsistence
25 activities supplement income.

27 **Kenny Lake.** Agriculture in the area produces hay, vegetables and cattle. Local
28 employers include the REAA school, a sawmill and lumber business, a fur farm,
29 a feed and seed supplier, a glass company and a construction company. Several
30 residents are employed in North Slope petroleum production or support activities.
31 Tourism activities include horse backpacking trips.

33 **Chistochina.** Most cash employment in Chitochina is seasonal. Subsistence
34 hunting, fishing, trapping and gathering are the basis of the village's economy.

36 **Mendeltna.** The area offers a general store, a lodge, and air taxi services for fly-
37 in fishing and mountaineering, and a state highway maintenance station. The
38 largest RV campground in Alaska is located here, complete with showers,
39 cabins, restaurant and bar. A local farm raises cattle and hogs, and tests
40 varieties of seeds and grains for the Cooperative Extension Service. Seasonal
41 employment, coupled with subsistence harvests, supports many Mendeltna
42 residents.

44 **Chitina.** Employment is primarily with the village council, village corporation, or
45 the National Park Service. Many residents are self-employed or work in retail
46 establishments. The summer influx of fishermen, tourists and RV campers

1 provides some cash income in fish guiding and other services. Two residents
2 hold commercial fishing permits. Many villagers participate in subsistence
3 activities year-round.

4
5 **Nelchina.** The Little Nelchina State Recreation site at mile 137.6 offers camping
6 and a boat launch. The Nelchina Trail store and Cabins offers convenience items
7 and snowmachine support.

8
9 **Tolsona.** A roadhouse, liquor and convenience store, wilderness campground
10 and RV park are located in the area. Area lakes provide good trout fishing and
11 ice fishing for burbot in winter.

12
13 **Subpart (e) Glacier Bay Model Borough.** The Glacier Bay model boundaries
14 extend from northern Chichagof Island to Cape Fairweather. The economic base
15 of the region includes fishing, logging and tourism. Hoonah is the largest Tlingit
16 village in Alaska, located on the northeast shore of Chichagof Island. Hoonah's
17 economy is influenced by commercial fishing, logging and subsistence activities.
18 Pelican and Elfin Cove are involved in commercial fishing. In Tenakee,
19 commercial fishing is a source of income and tourism is now growing with the
20 108-degree hot springs and kayaking as the primary tourism focus. Gustavus sits
21 on the north shore of Icy Passage at the mouth of the Salmon River. Gustavus is
22 primarily a tourist community, supported by the nearby Glacier Bay National
23 Park. Regulations limit the number of boats entering Glacier Bay to protect the
24 humpback whales and other marine mammals that frequent the area.

25
26 The Glacier Bay Model Borough Boundaries encompass six settlements. These
27 are: Pelican (population 163); Whitestone Logging Camp (population 116);
28 Gustavus (population 429); Tenakee Springs (population 104); Hoonah
29 (population 860); Elfin Cove (population 32); and Game Creek (population 35).
30 Brief descriptions of land use and development in each of the Glacier Bay Model
31 Borough localities follows:

32
33 **Pelican.** Commercial fishing and seafood processing are the mainstays of
34 Pelican's economy. 41 residents hold commercial fishing permits. Most
35 employment occurs at Pelican Seafoods, which also owns the electric utility, a
36 fuel company and store. In February 1996, the plant was closed. It was
37 subsequently purchased by Kake Tribal Corp. and re-opened during the summer
38 of 1996, employing over 60 persons during the peak season. The plant
39 processes salmon, halibut, sablefish, rockfish, and dungeness crab.

1 **Whitestone Logging Camp.** Whitestone is a working logging camp near the City
2 of Hoonah. Whitestone Logging is Sealaska Corporation's timber contractor in
3 the Hoonah area. About 22 million board feet of timber were harvested in the
4 Whitestone area during 2000.

5 **Gustavus.** Gustavus has a number of seasonal-use homes for Juneau residents.
6 The nearby Glacier Bay Park is a major recreation and tourist attraction in
7 Southeast.

8 Gustavus has a seasonal economy. Glacier Bay National Park, located northwest
9 of Gustavus attracts thousands of tourists during summer months. Commercial
10 fishing occurs, and 32 Gustavus residents hold commercial fishing permits. The
11 lodge, airport, school, small businesses, and the Park Service offer employment.
12

13 **Tenakee Springs.** Tenakee Springs has long been considered a retirement
14 community, though commercial fishing is an important source of income.
15 Eighteen residents hold commercial fishing permits. Tourism is becoming
16 increasingly important to the Tenakee Springs economy. The second class City
17 of Tenakee, the REAA school and a store are the only local employers.
18

19 **Hoonah.** Fishing, logging and local government are mainstays of the economy,
20 and Hoonah experiences a diverse economy with nearly full employment during
21 the summer season. One hundred seventeen residents hold commercial fishing
22 permits. In 2000, the estimated gross fishing earnings of residents exceeded
23 \$1.5 million. Fish processing employment also occurs at Excursion Inlet Packing
24 Co. and at the Hoonah Cold Storage plant. The Huna Totem Corp. owns a sort
25 yard and timber transfer facility. Sealaska Timber Corp. activities employ 130
26 area residents through contracts with Whitestone Logging Inc. and Southeast
27 Stevedoring. The City and School District are significant public-sector employers.
28 Subsistence activities are important component of the lifestyle. Salmon, halibut,
29 shellfish, deer, waterfowl and berries are harvested.
30

31 **Elfin Cove.** Elfin Cove is a fish-buying and supply center for fishermen.
32 Residents participate in commercial fishing, sport fishing and charter services, so
33 the economy is highly seasonal. Commercial fishing permits are held by 26
34 residents. Summer lodges and local retail businesses also provide employment.
35

36 **Game Creek.** Game Creek is a "Whitestone Farms" collective religious
37 community. Residents work in a variety of professions, and pool resources for
38 the benefit of the community. Hoonah, Pelican and Whitestone Logging Camp
39 offer employment opportunities.
40

Subpart (f) Prince of Wales Model Borough. The Prince of Wales Model Borough boundaries include Prince of Wales Island and the extreme southern portion of Baranof Island. Prince of Wales Island is the third largest island in the United States. The Prince of Wales Model Borough is within the Tongass National Forest – the nation's largest national forest, covering 17 million acres.

All of these communities are located on a connecting body of water and share many similar attributes with respect to their economic base. Many residents hunt and practice subsistence fishing. The ferry and the developing road system are slowly increasing in economic importance.

The fishing industry is very important for region's economy. Salmon, which is the most valuable regional fishery, has dropped in value over the last decade. In 1994, area fishermen earned \$6.4 million from salmon, but that figure dropped to \$3.3 million by 1997 and has continued to decline. Salmon hatcheries in all communities provide for jobs and help stabilize the resource. There has been little involvement by area residents in some of the more intensive fisheries like pollock and crab. Shellfish, primarily geoduck, cucumber and sea urchins from the growing regional dive fisheries, have emerged as a significant source of revenue.

Much of the timber that fueled the Southeast wood products industry over the past 50 years came from Prince of Wales Island. A substantial portion of the Ketchikan Pulp Company's contract with the U.S. Forest Service covered lands on northern Prince of Wales Island. Sealaska, the regional Native corporation, and a number of Native village corporations organized under the Alaska Native Claims Settlement Act received substantial commercial timberland holdings on Prince of Wales Island. Many of the small communities on the island started as Ketchikan Pulp Company logging camps. The closing of the Ketchikan Pulp Company in the mid-nineties left many island residents looking for new employment. Many families left the state. Others stayed and have started small-scale logging and manufacturing companies. The town of Thorne Bay in particular has a number of small sawmills specializing in cedar products and cutting "personal use" wood for island residents from U.S. Forest Service lands.

The Prince of Wales Model Borough Model Borough boundaries encompass thirteen localities. These are: Edna Bay (population 49); Whale Pass (population 58); Coffman Cove (population 199); Thorne Bay (population 557); Craig (population 1,397); Kasaan (population 39); Hollis (population 139); Naukati Bay (population 135); Port Alexander (population 81); Klawock (population 854); Point Baker (population 35); Port Protection (population 63); and Hydaburg (population 382).

Edna Bay. Edna Bay is a fishing community with 13 residents holding commercial fishing permits. A local sawmill and commercial fishing (power trolling) provide local employment. A fish buyer is located in the bay in the

1 summer. The school was closed for the 2000 school year, due to declining
2 enrollment.

3
4 **Whale Pass.** Logging operations, related services, and the school provide the
5 only steady employment. Subsistence activities and public assistance payments
6 supplement employment income.

7
8 **Coffman Cove.** Area logging for Ketchikan Pulp Co., a small lumber mill, logging
9 support services, and the local school provide the majority of employment.
10 Coffman Cove is one of the major log transfer sites on Prince of Wales
11 Island. Logs are tied together and towed to transshipment points for export.
12 Oyster farming also occurs in Coffman Cove. Five residents hold commercial
13 fishing permits. The City is conducting a study of the feasibility of a marine
14 commercial/industrial complex. Recreation includes hunting (bear and deer),
15 fishing, hiking and boating.

16
17 **Thorne Bay.** Employment is primarily related to the logging industry and U.S.
18 Forest Service management of the National Forest, with some commercial
19 fishing, tourism and government employment. Logging operations run full-scale
20 from March through October or November. Thorne Bay is one of the major log
21 transfer sites for Prince of Wales Island. To supplement their income, residents
22 fish and trap. Deer, salmon, halibut, shrimp and crab are popular food sources.
23 Commercial fishing permits are held by 22 Thorne Bay residents. Locals prefer to
24 purchase goods from Craig and Ketchikan.

25
26 **Craig.** The economy in Craig is based on the fishing industry, logging and
27 sawmill operations. A fish buying station and a major cold storage plant are
28 located in Craig. Commercial fishing permits are held by 200 residents. In 2000,
29 the estimated gross fishing earnings of residents exceeded \$2.6 million. Growth
30 has been due in part to the increased role of Craig as a service and
31 transportation center for the Prince of Wales Island communities. Shaan-Seet
32 Village Corporation timber operations, fishing, fish processing, government and
33 commercial services provide most employment. Deer, salmon, halibut, shrimp
34 and crab are harvested on recreational and subsistence basis.

35
36 **Kasaan.** The Kavalco Corporation has sold the village's timber rights. At this time,
37 unemployment is extremely high. One resident holds a commercial fishing
38 permit. Most residents participate in subsistence or recreational activities for food
39 sources, harvesting deer, salmon, halibut, shrimp and crab.

40
41 **Hollis.** In 1953, Hollis became a logging camp when a long-term timber contract
42 was enacted with Ketchikan Pulp Co. It served as the base for timber operations
43 on Prince of Wales Island until 1962, when the camp was moved 45 miles north
44 to Thorne Bay. The area was permanently settled by in recent years through a
45 State land disposal sale. Dock facilities at Hollis provide support for logging
46 operations and state ferry services. Although logging does not occur directly in

1 Hollis, support services for the logging industry, the U.S. Forest Service, and
2 work for the State Ferry provide local employment.

3
4 **Naukati Bay.** Naukati residents are logging families and homesteaders. Two
5 community non-profit associations have been organized for planning and local
6 issue purposes. Sawmills and related logging and lumber services provide
7 seasonal income sources. The Naukati logging camp is a log transfer site for
8 several smaller camps on the Island.

9
10 **Port Alexander.** Commercial fishing and subsistence uses of marine and forest
11 resources constitute the economic base. Commercial fishing permits are held by
12 35 residents. The City and post office also provide employment.

13
14 **Klawock.** The Klawock economy has been dependent on fishing and cannery
15 operations in the past, however the timber industry has become increasingly
16 important. Sealaska's logging operations through a contract with Shaan-Seet,
17 Inc. provide the largest employment. Around 250 residents are employed in
18 logging and ship-loading in the Klawock and Craig area. 47 residents hold
19 commercial fishing permits. The state operates a fish hatchery on Klawock Lake
20 that contributes to the local salmon population. Cannery operations were closed
21 in the late 1980s. City and School District employment are also significant.

22
23 **Point Baker.** The community has a dock and boat harbor, a State-owned
24 seaplane base and heliport. Twenty-seven Point Baker residents hold
25 commercial fishing permits; the majority are hand-trollers.

26
27 **Port Protection.** Port Protection is characterized by a seasonal economy with its
28 peak during the summer/fall fishing season. One resident holds a commercial
29 fishing permit. Year-round residents depend upon subsistence food sources such
30 as deer, salmon, halibut, shrimp and crab.

31
32 **Hydaburg.** Hydaburg has a fishing and timber-based economy. Thirty-nine
33 residents hold commercial fishing permits. The Haida Corp. owns a substantial
34 timber holding, although it suspended logging in 1985 due to a decline in the
35 timber market. The Corporation's log storage facility and sort yard are leased to
36 Sealaska Corp., where approximately 60 residents are employed with Southeast
37 Stevedoring part-time in shipping and loading timber. The City, Haida Corp. and
38 SEARHC are other leading employers. The community is interested in
39 developing a fish processing facility, a U.S. Forest Service Visitor Center,
40 specialty woodworking, and a mini-mall/retail center.

41
42 **Subpart (g) Prince William Sound Model Borough.** The economy in the
43 Prince William Sound Model Borough boundaries is diverse and dominated by oil
44 and cargo shipping, and commercial fishing and seafood processing. The region
45 hosts the largest seaport in Alaska and has one of the busiest commercial

1 fisheries. Other economic opportunities are developing, such as tourism,
2 transportation and small retail and service sectors.

3
4 During the 1970s, construction of the Trans-Alaska oil pipeline terminal and other
5 cargo transportation facilities brought rapid growth to Valdez. In March 1989, it
6 was the center for the massive oil-spill cleanup after the "Exxon Valdez" disaster.

7
8 Before commercial fishing, the primary economy of Cordova belonged to mining
9 and oil. The Bonanza-Kennecott Mines yielded more than \$200 million in copper,
10 silver and gold. The Katalla oil field produced until it was destroyed by fire in
11 1933. Fishing became the economic base in the early 1940s. Today, Cordova
12 supports a large fishing fleet for Prince William Sound and several fish
13 processing plants. Nearly half of all households have someone working in
14 commercial harvesting or processing. Copper River red salmon, pink salmon,
15 herring, halibut, bottom fish and other fisheries are harvested.

16
17 The Prince William Sound Model Borough boundaries encompass five
18 settlements. These are Valdez (population 4,336); Whittier (population 182);
19 Cordova (population 2,454); Chenega Bay (population 86); and Tatitlek
20 (population 107).

21
22 **Valdez.** Valdez has the second highest municipal property tax base in Alaska. It
23 is the southern terminus and off-loading point of oil extracted from Prudhoe Bay
24 on the North Slope. Four of the top ten employers in Valdez are directly
25 connected to the oil terminus. Alyeska Pipeline Service Co. employs nearly 300
26 persons. Valdez is a major seaport, with a \$48 million cargo and container
27 facility. City, state, and federal agencies combined provide significant
28 employment. Seasonal commercial fishing and tourism have spurred the retail
29 and service sectors. 27 cruise ships docked in Valdez in 2002. Forty-two
30 residents hold commercial fishing permits. In 2000, gross fishing revenues of
31 residents exceeded \$1.6 million. Three fish processing plants operate in Valdez,
32 including Peter Pan and Seahawk Seafoods.

33
34 **Whittier.** Marine charters are available for Prince William Sound sightseeing.
35 Tour boats transfer visitors to and from Anchorage from Whittier by bus. Nine
36 residents hold commercial fishing permits.

37
38 **Cordova.** Cordova supports the Prince William Sound fishing fleet and several
39 fish processing plants. Nearly half of Cordova households have someone
40 working in commercial seafood harvesting or processing, with 343 residents
41 holding commercial fishing permits. Copper River red salmon, pink salmon,
42 herring, halibut, bottom fish and other fisheries are harvested. In 2000, the
43 estimated gross fishing earnings of Cordova residents neared \$20 million.
44 Tourism is on the increase; two cruise ship companies began docking in Cordova
45 in 1998. The largest employers are North Pacific Processors, Cordova School
46 District, hospital, City of Cordova, and State Department of Transportation. The

1 U.S. Forest Service and the U.S. Coast Guard maintain personnel in Cordova. In
2 1989, the Prince William Sound Science Center was established to study and
3 monitor the ecosystem of the Sound.

4
5 **Chenega Bay.** Commercial fishing, a small oyster farming operation, and
6 subsistence activities occur in Chenega. Three residents hold commercial
7 fishing permits. Cash employment opportunities are very limited. In recent years,
8 Chenega's population has fallen dramatically.

9
10 **Tatitlek.** Fish processing and oyster farming provide some employment in
11 Tatitlek. Four residents hold commercial fishing permits. Subsistence activities
12 provide the majority of food items. A coho salmon hatchery at Boulder Bay is
13 nearing completion for subsistence use. A fish and game processing facility is
14 under construction. A small community store has recently been opened.

15
16 **Subpart (h) Upper Tanana Basin Model Borough.** Summer highway traffic
17 supports most of the seasonal employment opportunities. Other seasonal jobs
18 include fire fighting, construction, sled dog breeding and the sale of furs and
19 handicrafts. Employment is provided by federal highway maintenance, schools,
20 state government and small retail businesses. Alyeska Pipeline Services is also
21 a major employer. There are about 75 farms in the area, producing grain,
22 potatoes, dairy products, game and hogs. Subsistence harvests provide essential
23 food sources for many area residents.

24
25 The U.S. Army Corps of Engineers has recently begun preliminary construction
26 of test bed facilities at Fort Greely for a missile defense project. Details are
27 provided in the discussion of Delta Junction in this subpart. The national missile
28 defense construction is bringing significant federal expenditures to the area.

29
30 Another important prospective development in the region concerns the Pogo gold
31 project, approximately 38 miles northeast of Delta Junction. Teck Resources
32 Inc., proposes to develop an underground mine and surface mill designed to
33 operate at an initial capacity of approximately 2,500 tons per day. It is anticipated
34 that the operation would produce approximately 375,000 ounces of gold annually
35 at start-up, increasing to 500,000 oz annually with an eventual expansion of the
36 mill. It is estimated that the project would require 25 to 33 months to construct
37 and would have an operating life of approximately 12 years based on current ore
38 reserves. The capital cost of the project is estimated at \$200 million to \$250
39 million.

40
41 The Upper Tanana Basin Model Borough Boundaries encompass nineteen
42 settlements. These include Chicken (population 17); Alcan Border (population
43 21); Eagle (population 129); Dot Lake (population 19); Delta Junction (population
44 840); Tok (population 1,393); Deltana (population 1,570); Healy Lake (population
45 37); Northway Junction (population 72); Northway (population 95); Big Delta
46 (population 749); Eagle Village (population 68); Fort Greely (population 461);

1 Mentasta Lake (population 142); Northway Village (population 107); Tanacross
2 (population 140); Dry Creek (population 128); Dot Lake Village (population 38);
3 and Dot Lake (population 19).
4

5 **Chicken.** Chicken is located at Mile 66 of the Taylor Highway. Mining began in
6 the area with the discovery of gold on Franklin Gulch, in 1886. In 1896, a major
7 prospect was found on Upper Chicken Creek. Chicken (a common name for
8 Ptarmigan) grew as a hub of activity for the southern portion of the Fortymile
9 Mining District. Between 1896 and 1898, 700 miners were thought to be working
10 the area. Although many miners left during the Klondike Gold Rush of 1898,
11 Chicken remained a viable community. A post office was established in 1903 –
12 the population was then around 400. Today, the Chicken Creek Saloon is the
13 only business in the community.
14

15 Chicken is accessible by road only during summer months, from Tok, Alaska via
16 the Taylor Highway, or Dawson City in the Yukon Territory, via the Top of the
17 World Highway.
18

19 **Alcan Border.** Most of Alcan's employment is provided by the Federal
20 government at the entry point into the U.S. and Alaska from Canada. Students
21 attend school in Northway or are home-schooled through correspondence study.
22

23 **Eagle.** The City of Eagle is located on the Taylor Highway 12 miles west of the
24 Alaska-Canadian border. Established as a log house trading station around
25 1874, it operated intermittently as a supply and trading center for miners. Today
26 the population is only 129. Retail businesses, the school, mining and seasonal
27 employment such as tourism and BLM fire-fighting provide the majority of
28 employment. Year-round earning opportunities are limited. Subsistence activities
29 provide some food sources.
30

31 **Eagle Village.** Three miles east of the City of Eagle is Eagle Village, a traditional
32 Han Kutchin Native village. Nearly all employment in Eagle Village is seasonal.
33 Subsistence activities provide the majority of food items. Poor fish returns during
34 recent years have significantly affected the community. The village has access
35 to the state road system and Canada during summer months via the Taylor and
36 Klondike Highways.
37

38 **Dot Lake.** Dot Lake lies along the Alaska Highway. Employment in the area is
39 limited to the Dot Lake Lodge, The Eagle Rest Motel, the school and clinic. One
40 resident holds a commercial fishing permit.
41

42 **Delta Junction.** Located at the intersection of the Richardson and Alaska
43 highways, Delta Junction is strategically placed to profit from the traffic of
44 travelers visiting Interior Alaska. The Fort Greely Army Base once provided about
45 half of the total employment in the community. Although the fort was closed due
46 to the restructuring of military bases in Alaska, the U.S. Army Corps of Engineers

1 has recently begun preliminary construction of test bed facilities at Fort Greely for
2 a missile defense project. Construction should be completed by 2004. The new
3 test facility will employ about 160 personnel when complete. To help Delta
4 Junction provide additional services, the Department of Defense is providing \$18
5 to \$20 million in federal impact funds. Other major employers are the
6 Delta/Greely School District and Alyeska Pipeline Services. Several state and
7 federal highway maintenance staff are located in Delta. There are also a number
8 of small businesses that provide a variety of services. Four residents hold
9 commercial fishing permits. Buffalo are hunted by lottery only; moose, caribou,
10 bear, sheep and waterfowl are also hunted in this area.

11
12 **Tok.** Tok is the transportation, business, service and government center for the
13 Upper Tanana region. Employment and business revenues peak in the summer
14 months, with the rush of RV travelers on the Alaska Highway. Sled dog breeding
15 and the sale of pelts add to the local economy. Four residents hold commercial
16 fishing permits. Subsistence and recreational activities are prevalent.

17
18 **Deltana.** Deltana is comprised of most of the Delta-Greely REAA that is located
19 outside the City of Delta Junction. Nearly 40,000 acres are farmed in the Delta
20 area, producing barley, other grains and forage, potatoes, dairy products, cattle
21 and hogs.

22
23 **Healy Lake.** Healy Lake includes a number of occasional-use homes.
24 Recreational use of Healy Lake is highest during summer months, attracting
25 Fairbanks residents. Four residents are employed in mining or delivery of
26 professional services. Others pursue subsistence activities.

27
28 **Northway Junction.** Most wage employment is with state highway maintenance
29 or services for highway travelers. A general store, motel, garage, and BLM fire
30 guard station provide limited employment. Fire fighting and construction jobs
31 bring seasonal income. Trapping also provides income, which is supplemented
32 by subsistence harvests.

33
34 **Northway.** Most wage employment is with facilities or services for the airport. An
35 FAA Flight Service Station and U.S. Customs office are located at the airport. A
36 motel, cafe, bar and pool hall, grocery store, and electric utility provide some
37 employment. Unemployment is relatively high, although fire fighting and
38 construction jobs bring seasonal income.

39
40 **Big Delta.** At the junction of the Delta and Tanana rivers lies the community of
41 Big Delta. This settlement developed in response to the construction of the
42 Alaska Highway, the Trans-Alaska Pipeline, homesteading and state-funded
43 agricultural projects. Many of the residents are part of a religious group called the
44 "Whitestone Farms". This group collects the assets and income of all the
45 individuals involved and pools them together for the good of the community.

1 Most local employment is provided by highway maintenance positions. Its
2 location along the Richardson Highway provides the opportunity to serve summer
3 tourist traffic. Agricultural activities also occur.

4
5 **Fort Greely.** Fort Greely is a 640,000 acre Army base located approximately 100
6 miles southeast of Fairbanks. From 1948 until closure in 2001 under the Base
7 Realignment and Closure Act, Fort Greely was the Northern Warfare Training
8 Center and the Cold Regions Test Center for the U.S. Army. Force reductions by
9 2001 virtually emptied the post. Fort Greely was selected as the site for national
10 missile defense system facilities. The new test facility will employ about 160
11 personnel when complete. To help Delta Junction provide additional services, the
12 Department of Defense is providing \$18 to \$20 million in federal impact funds.

13
14 **Mentasta Lake.** Subsistence hunting, fishing, trapping and gathering make up
15 much of the economy of Mentasta Lake. Cash employment is limited and
16 seasonal. One resident holds a commercial fishing permit.

17
18 **Northway Village.** The health clinic and other local services provide the only
19 employment opportunities in the village. Subsistence harvests supplement local
20 incomes.

21
22 **Tanacross.** Unemployment is high, but many residents are able to work during
23 the summer as emergency fire fighters for the BLM. Some people engage in
24 trapping or in making Native handicrafts to sell. Subsistence harvests
25 supplement local incomes. Whitefish, moose, porcupine, rabbit, ptarmigan, ducks
26 and geese are utilized. Caribou may be hunted by lottery permit. Some travel to
27 Copper River for salmon each summer.

28
29 **Dry Creek.** Many residents of Dry Creek are members of the communal
30 "Whitestone Farms" religious sect, who collectively pool assets and income.
31 Businesses owned by White Farms provide the majority of employment.
32 Agriculture provides income to the community.

33
34 **Dot Lake Village.** During construction of the Alaska Highway in 1942–43, a work
35 camp called Sears City was developed in the area. Several local residents
36 worked on the road project. After 1946, several families moved permanently to
37 Dot Lake from George Lake, Sam Lake and the Tanacross area. A post office
38 and school were built in the late 1940s. The Dot Lake Community Chapel was
39 built in 1949. A licensed children's home was built in the late 1950s. A new
40 children's home was built in 1967, but it was closed in the 1990s. Dot Lake
41 Village residents consider their community to be distinct from neighboring Dot
42 Lake.

43
44 **Tetlin.** The school, clinic, store and post office provide the only employment.
45 Many residents engage in trapping or making handicrafts for sale. Fire fighting for

1 BLM employs members of the community in the summer. Nearly all families
2 participate in subsistence activities throughout the year.

3
4 **Subpart (i) Wrangell-Petersburg Model Borough.** Most of the population in
5 the Wrangell-Petersburg model boundaries is concentrated in the communities of
6 Wrangell and Petersburg. Communities in the region depend on timber
7 harvesting from the Tongass National Forest and commercial fishing. Both
8 Petersburg and Wrangell opted against overemphasis on large cruise ship traffic
9 in their town and choose to focus on independent travelers. The timber industry
10 was an important mainstay to Wrangell. However, the Alaska Pulp Co. of
11 Wrangell closed down in 1994.

12
13 Large scale commercial fishing and timber harvesting supported Wrangell into
14 the mid-1990s. Since then, the community has suffered downturns in both the
15 timber and commercial fishing industries. In 1994, a sawmill closed, forcing the
16 layoff of 225 mill workers or 20% of the work force at that time. A dive fishery is
17 under development – 60 divers harvest sea urchins, sea cucumbers and
18 geoducks. The Wrangell economy is still struggling and is looking to increased
19 tourism.

20
21 The Wrangell-Petersburg Model Borough encompasses four localities. These
22 are Kupreanof (population 23); Petersburg (population 3,224); Wrangell
23 (population 2,308); and Thom's Place (population 22). A brief description of land
24 use and development in each of those localities follows:

25
26 **Kupreanof.** Kupreanof was formerly known as West Petersburg. Most of
27 Kupreanof's working residents are self-employed. Some commute by boat to jobs
28 in Petersburg. Subsistence and recreational uses of resources around Kupreanof
29 supplement household incomes; deer, salmon, halibut, shrimp and crab are
30 favorites. The City has no paid staff, few services, and no public utilities.

31
32 **Petersburg.** Since its beginning, Petersburg's economy is based on commercial
33 fishing and timber harvests. Unlike many other communities in Southeast
34 Alaska, it has largely escaped the marked cycles of boom-and-bust. Petersburg
35 currently is one of the top-ranking ports in the U.S. for the quality and value of
36 fish landed. Commercial fishing permits are held by 469 Petersburg residents. In
37 2000, gross fishing revenues of residents of nearly \$22 million accrued to
38 Petersburg residents. Several processors operate cold storage, canneries and
39 custom packing services, employing over 1,100 people during the peak season.
40 The state runs the Crystal Lake Hatchery, which contributes to the local salmon
41 resource. Petersburg is the supply and service center for many area logging
42 camps. Sportsmen and tourists use the local charter boats and lodges, but there
43 is no deep water dock suitable for cruise ships.

44
45 **Wrangell.** Wrangell's economy is based on commercial fishing, fish processing,
46 and timber from the Tongass National Forest. 250 residents hold commercial

1 fishing permits. In 2000, gross fishing revenues of residents neared \$5 million. A
2 dive fishery is developing in the area. Wrangell area divers harvest sea urchins,
3 sea cucumbers and geoducks. Renewed gold mining activities in Stikine River
4 drainage has created an opportunity for Wrangell businesses to provide
5 transportation and staging services for mining operations. Wrangell offers a
6 deep-water port and serves both large and small cruise ships. Sports fishing in
7 the Stikine River also attracts tourists to Wrangell. Closure of the Alaska Pulp
8 Corporation sawmill in 1994 resulted in loss of employment of approximately 225
9 mill workers and loggers. The mill was sold to Silver Bay Logging, and reopened
10 in April 1998 with 33 employees.

11
12 **Thom's Place.** The local economy is based on commercial fishing and timber
13 from the Tongass National Forest. The community is connected by road to
14 Wrangell.

15 16 17 **Part 7. Property Valuations** 18

19 Locally assessed values of taxable property throughout the entire unorganized
20 borough do not exist. However, the State Assessor in the Department of
21 Community and Economic Development prepared an estimate of the “full and
22 true value” of taxable property¹⁰ in the unorganized borough as of January 1,
23 2001. Those estimates for the eight unorganized areas under review appear in
24 the table below.

¹⁰ AS 29.45.110 defines “full and true value” to mean, “The full and true value is the estimated price that the property would bring in an open market and under the then prevailing market conditions in a sale between a willing seller and a willing buyer both conversant with the property and with prevailing general price levels.”

ESTIMATED 2001 FULL AND TRUE VALUE OF TAXABLE PROPERTY WITHIN MODEL BOROUGHS							
Model Borough	Pop.	Value (excluding oil & gas properties)	Per Capita Value	Value of Oil & Gas Property	Total Value	Per Capita Value of all Taxable Property	Taxable Property Outside City School Districts (excluding oil & gas properties)
Aleutians West	4,490	\$409,791,066	\$91,267	\$0	\$409,791,066	\$91,267	\$14,601,366
Chatham	1,594	\$35,908,397	\$22,527	\$0	\$35,908,397	\$22,527	\$18,092,997
Copper River Basin	2,935	\$82,435,169	\$28,087	\$420,294,030	\$502,729,199	\$171,288	\$82,435,169
Glacier Bay	2,059	\$73,526,489	\$35,710	\$0	\$73,526,489	\$35,710	\$24,018,189
Prince of Wales Island	5,290	\$219,272,784	\$41,450	\$0	\$219,272,784	\$41,450	\$75,334,584
Prince William Sound	7,613	\$604,160,239	\$79,359	\$657,050,730	\$1,261,210,969	\$165,665	\$53,314,539
Upper Tanana Basin	5,160	\$185,804,095	\$36,009	\$283,241,629	\$469,045,724	\$90,900	\$185,804,095
Wrangell-Petersburg	6,352	\$166,797,574	\$26,259	\$0	\$166,797,574	\$26,259	\$0
Estimates from the State Assessor, Department of Community and Economic Development, based on information available in 2002. Populations do not match current estimates of Model Boroughs.							

2

3 Included in the far-right column of the table above is information about the
4 estimated value of taxable property in each model borough outside city school
5 districts and excluding oil and gas property currently subject to state property
6 taxes levied under AS 43.56. Those figures reflect the potential for local
7 contributions in support of schools if boroughs are formed in the region.

8 The Commission stresses that the 2001 full and true value estimates do not
9 always reflect an accurate measure of the value of taxable property, particularly
10 outside cities for which local assessment data are available. For example, the
11 2001 full and true value estimate for the Wrangell-Petersburg Model Borough in
12 the table above is equal to the sum of the formal full and true value determination
13 of the City of Wrangell and the City of Petersburg. The table indicates that the
14 Wrangell-Petersburg model borough has no taxable value outside those two
15 municipal school districts.

16 However, DCED estimates that the area of the Wrangell-Petersburg Model
17 Borough outside the City of Wrangell and the City of Petersburg was inhabited by
18 361 people at the time of the last federal census. An ongoing borough study for
19 the Wrangell-Petersburg Model Borough pegs the 2000 value of the Wrangell-
20 Petersburg Model Borough outside the two city school districts at \$37,361,385.¹¹

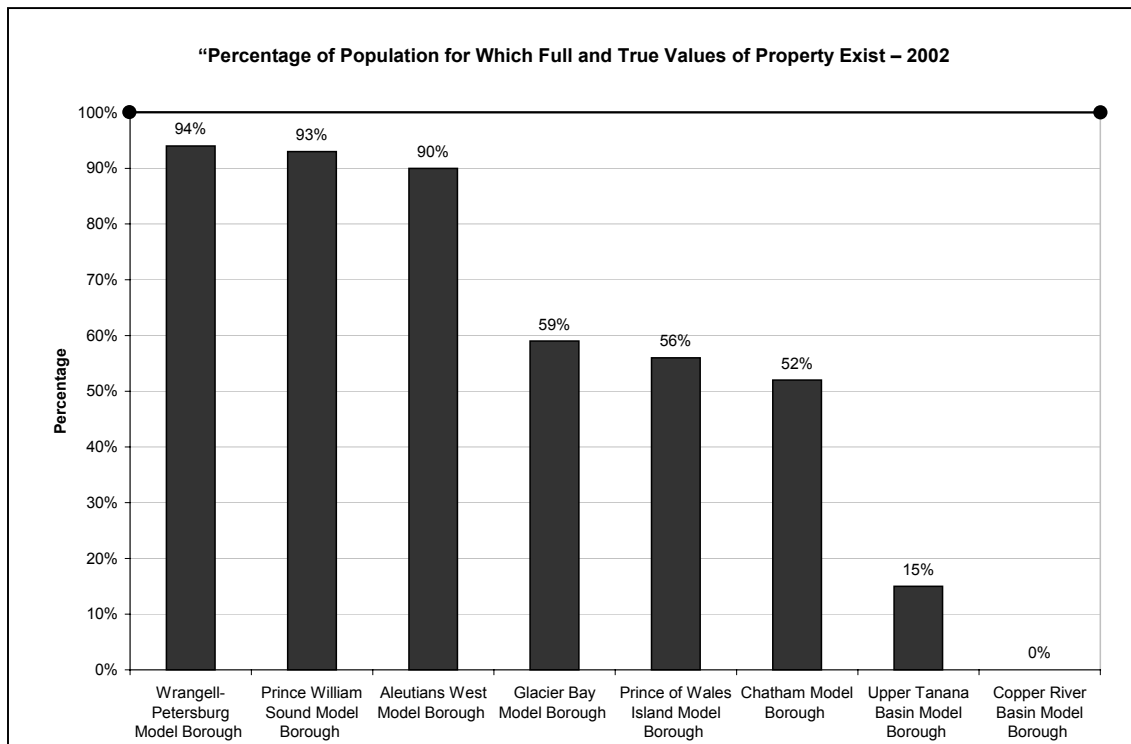
21 The Commission also recognizes that the State Assessor makes annual formal
22 determinations of the “full and true value” of taxable property in each organized

¹¹ *Analysis of Borough Options by Sheinberg Associates for the City of Petersburg*, January 2003.

1 borough, each home rule and first class city in the unorganized borough, and any
2 other city that levies a property tax. Additionally, the State Assessor is required
3 to formally determine the full and true value of taxable property in each second
4 class city with a population of 750 or more persons at least once every three
5 years. Consequently, formal full and true value figures exist for much of the
6 populated portions of the unorganized borough.

7 For example, the State Assessor makes an annual determination of the full and
8 true value of taxable property within the boundaries of the City of Cordova and
9 the City of Valdez (both of which are home rule cities in the unorganized
10 borough). A full value determination is also made annually for the City of Whittier
11 (a second class city that levies a property tax). Collectively, Cordova, Valdez,
12 and Whittier comprise approximately 93% of the population of the Prince William
13 Sound Model Borough. Thus, reliable estimates of the value of taxable property
14 in communities inhabited by 93% of the population of the Prince William Sound
15 Model Borough exist. Estimates of the value of taxable property in the Prince
16 William Sound Model Borough outside the corporate boundaries of the City of
17 Valdez, City of Cordova, and City of Whittier, however, do not exist.

18 Current full and true value figures exist for inhabited portions of seven of the
19 eight unorganized areas under review in this report. The portions of the regions
20 for which such figures exist range from as much as 94% to as little as 15%
21 (based on percentage of the total population in the region) as shown in the
22 following chart.



23 The State Assessor estimates that the value of oil and gas properties in the
24 Copper River Basin Model Borough is currently \$437,105,800. The value of oil

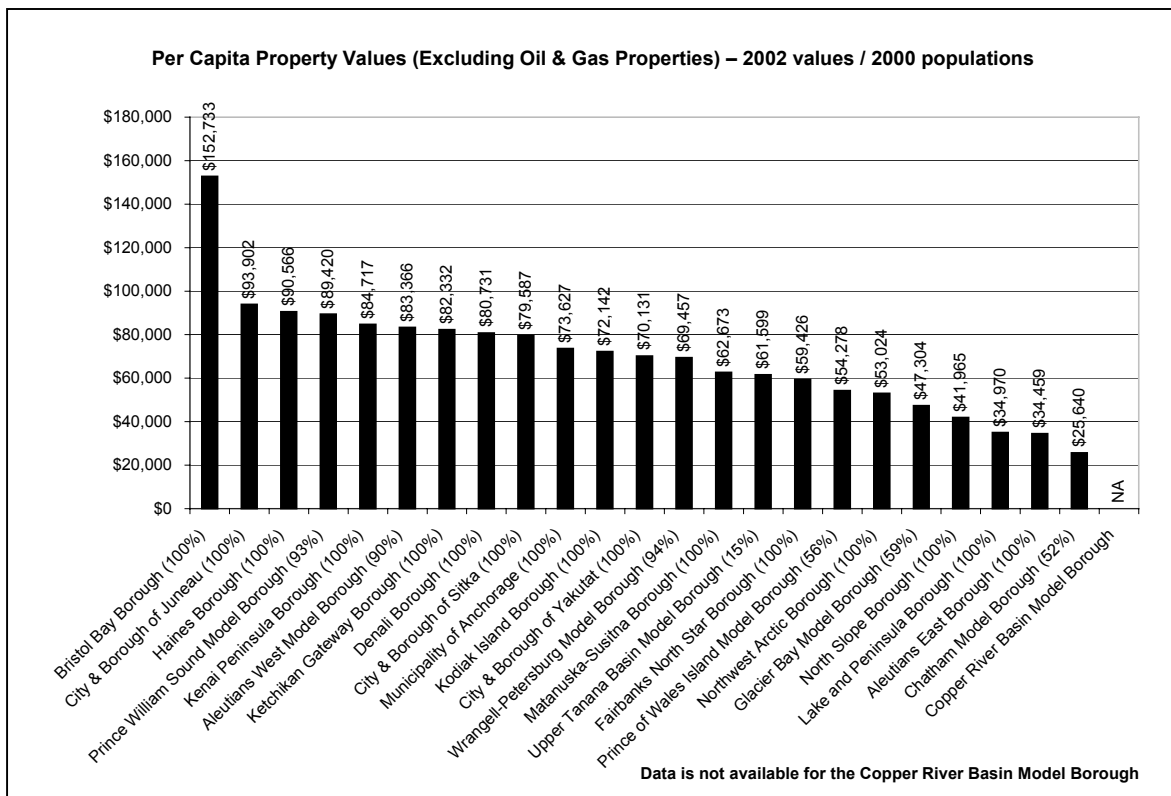
1 and gas properties in the Upper Tanana is currently estimated to be
2 \$294,571,000.

3 Formal assessed value figures do not exist for any part of the Copper River
4 Basin Model Borough since that region has no city governments, let alone city
5 governments that levy property taxes. With the exception of the Copper River
6 Basin Model Borough and the Upper Tanana Basin Model Borough, formal full
7 and true value figures exist for more than half of the population of each
8 unorganized area. Thus, the figures for at least six of the eight regions should be
9 reasonable indicators of property values in those respective regions.

10 The following chart compares the 2002 full and true value of taxable property
11 (excluding oil and gas properties taxable under AS 43.56) on a per capita basis
12 (using 2000 census population figures). For the unorganized areas, the figures
13 shown in the chart represent the sum of the values for all cities reported in the
14 region divided by the sum of the population of those cities.

15

16 Insert bar chart ranking the following 23 areas. Include a note indicating that
17 data for the Copper River Basin is not available. Title it "Per Capita Property
18 Values (Excluding Oil & Gas Properties) – 2002 values / 2000 populations"
19

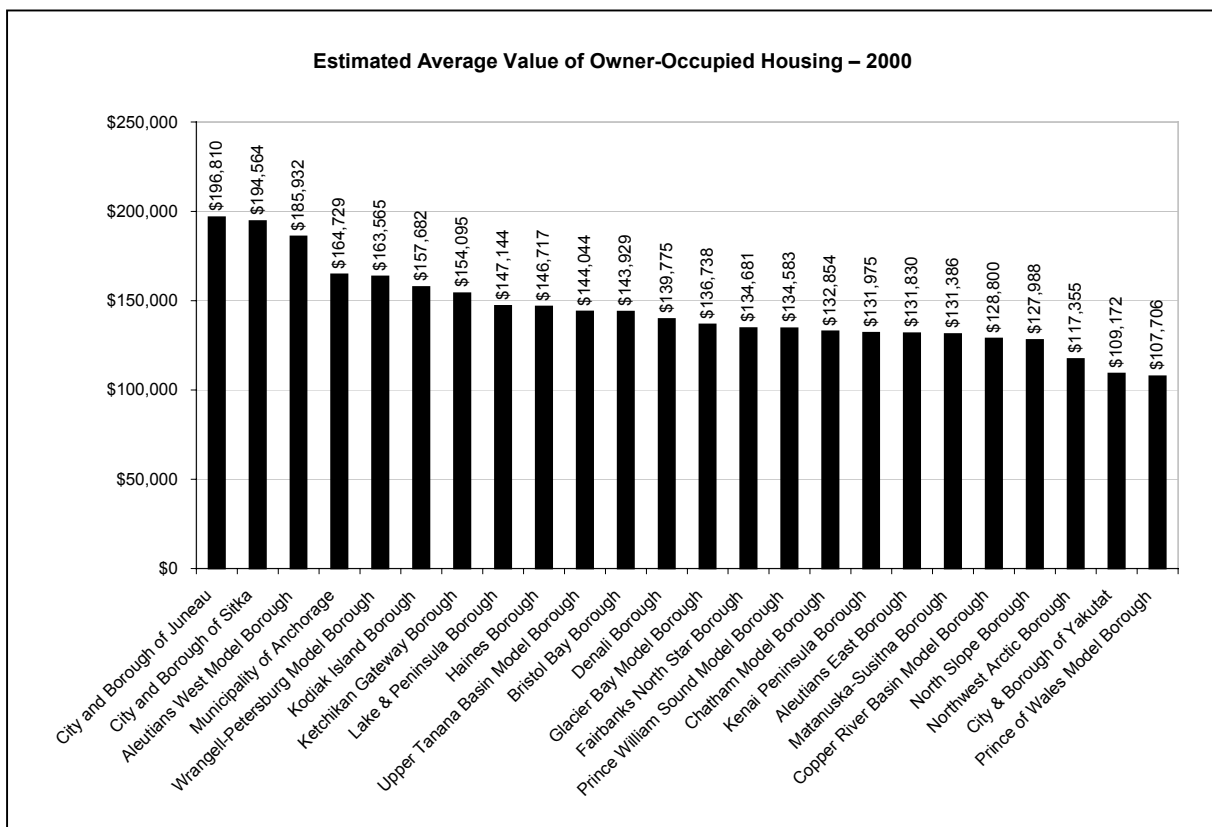


20

21 The estimated average value of owner-occupied housing reported in the 2000
22 federal census provides another measure of overall property valuations in a
23 region.
24

Such values were higher at the time of the 2000 census in seven of the eight unorganized areas under review than they were in at least three organized boroughs. The exception is the Prince of Wales Model Borough, where the estimated average value of owner-occupied housing was 1.3% less than the figure for the lowest ranked organized borough.

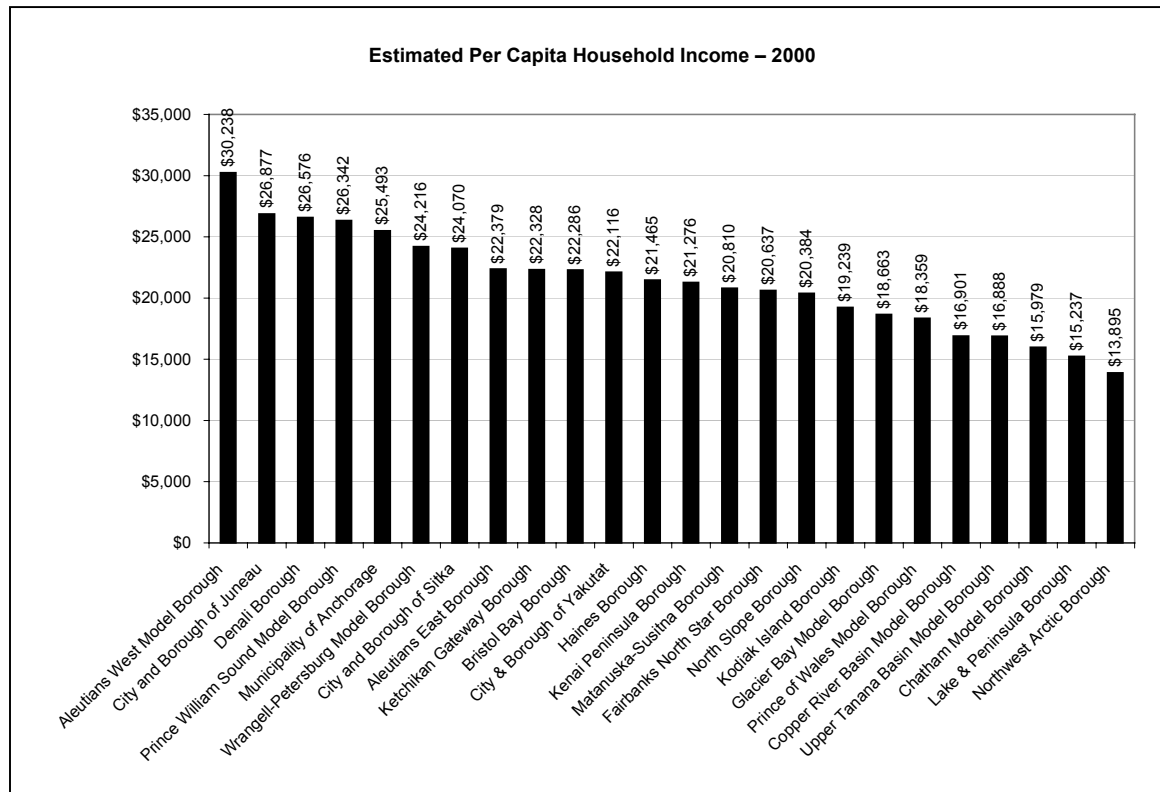
The following chart ranks the estimated average value of owner-occupied housing in Alaska's sixteen organized boroughs and the eight unorganized areas reviewed in this report.



Part 8. Personal Income

All eight unorganized areas under review have estimated per capita household incomes greater than at least two existing organized boroughs. The three top unorganized areas have estimated per capita household incomes exceeding thirteen of Alaska's sixteen organized boroughs.

The following chart reflects the estimated per capita household income of Alaska's organized boroughs and the eight unorganized areas under review.

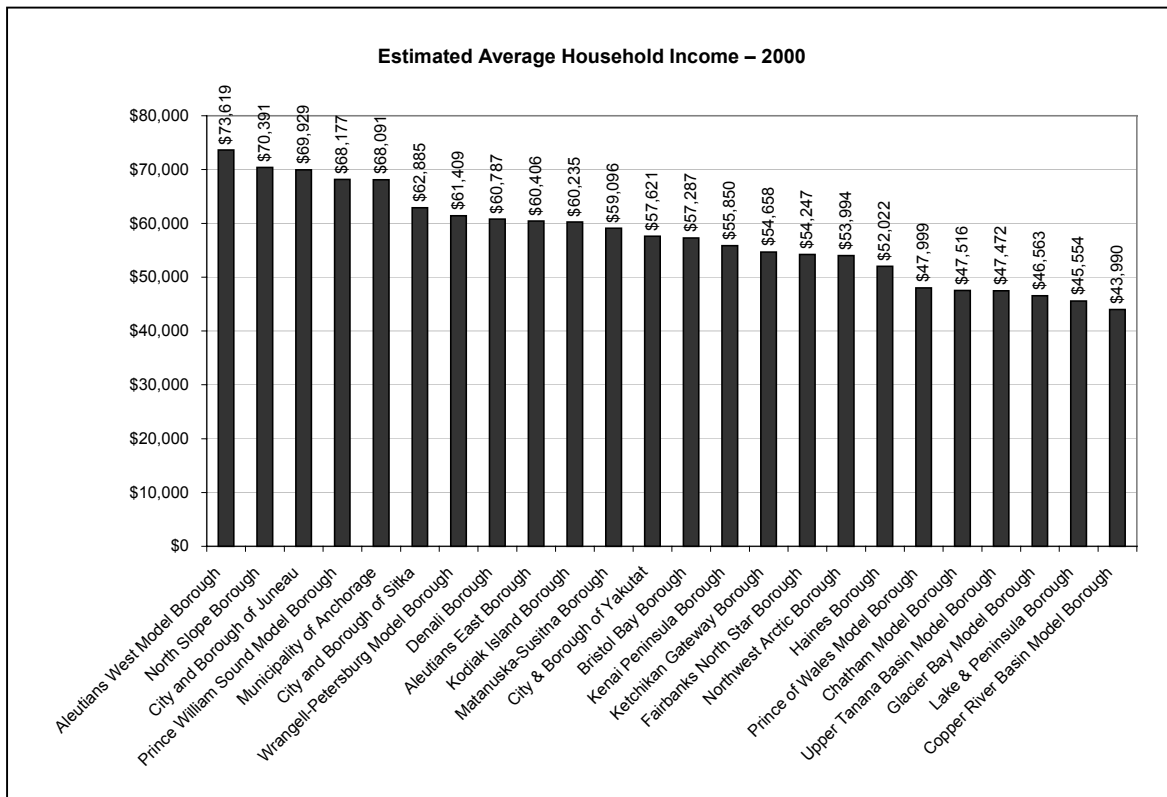


1

2 Seven of the eight unorganized areas examined in this report have estimated
 3 average household incomes greater than at least one existing organized
 4 borough. The exception is the Copper River Basin, which has an estimated
 5 average household income slightly (3.4%) less than the lowest ranked organized
 6 borough. As was the case with the estimated per capita income figures, the
 7 three top unorganized areas have estimated average household incomes
 8 exceeding thirteen of Alaska's sixteen organized boroughs.

9

10 The following chart reflects the estimated average household income of Alaska's
 11 organized boroughs and the eight unorganized areas under review.



Part 9. Prior Borough Feasibility Studies

Since the late 1980s, borough financial feasibility studies have been conducted in all or parts of seven of the eight unorganized areas under review in this report. The exception is the Wrangell-Petersburg Model Borough. As noted in Part 7 of this section of the report, a study of a prospective Wrangell-Petersburg region borough is currently underway.

In the course of the examination outlined in this report, each member of the Local Boundary Commission was provided with a copy of those prior borough feasibility studies. Those studies consist of the following:

- *Forming Glacier Bay Borough and SB 48 – Report to the City of Hoonah*, Sheinberg Associates, January 2002.
- *Report on Senate Bill 30 and Formation of Glacier Bay Borough*, Sheinberg Associates, February 4, 1997.
- *Prince William Sound Borough Feasibility Study*, Community Planning, Northern Economics, ResourcEcon, and Darbyshire and Associates, June 1997.

- 1 ▪ *Prince William Sound Borough Government Feasibility Study*, Darbyshire &
2 Associates, April 1988.
- 3
- 4 ▪ *A Summary – Prince William Sound Borough Government Feasibility Study*,
5 Darbyshire & Associates, April 1988.
- 6
- 7 ▪ *Western Aleutians Borough Feasibility Study*, HDR Alaska, Inc., Kevin Waring
8 Associates, Northern Economics, June 1996.
- 9
- 10 ▪ *Aleutians West Borough Feasibility Study*, Department of Community and
11 Regional Affairs, August 1989.
- 12
- 13 ▪ *Copper River Basin Borough Feasibility Study*, Department of Community and
14 Regional Affairs, June 1989.
- 15
- 16 ▪ *Delta Greely Borough expenditure and revenue projections and related*
17 *information*, Department of Community and Regional Affairs, August 1997.
- 18
- 19 ▪ *Delta-Greely Borough Feasibility Study*, Department of Community and
20 Regional Affairs, June 1989.
- 21
- 22 ▪ *Chatham Region Borough Feasibility Study*, Department of Community and
23 Regional Affairs, August 1989.
- 24
- 25 ▪ *Report on Borough Organization in the Tanana Chiefs Region*, Tanana Chiefs
26 Conference, Inc., October 1989.
- 27
- 28

29 **Part 10. Conclusions Regarding Economic Capacity**

30
31 The Commission has reviewed and considered information in this report
32 concerning: (1) reasonably anticipated borough functions; (2) reasonably
33 anticipated borough expenses; (3) reasonably anticipated borough income; (4)
34 ability to generate and collect local revenue; (5) economic base of the regions,
35 land use, existing and reasonably anticipated industrial, commercial, and
36 resource development; (6) property valuations of the regions; (7) personal
37 income; and (8) prior borough feasibility studies.

38
39 Based on that information, the Commission concludes that each of the eight
40 unorganized areas under review in this report embraces the human and financial
41 resources capable of providing borough services. Thus, the standard set out in
42 AS 29.05.031(a)(3) is satisfied with respect to the eight unorganized areas in
43 question.

44
45 Further, the Commission also concludes that the economy of each of the eight
46 unorganized areas under review here includes the human and financial

resources necessary to provide essential borough services on an efficient, cost-effective level. Thus, the standard set out in 3 AAC 110.055 is also satisfied with respect to the eight unorganized areas in question.

Section C. Population Size and Stability

Part 1. Population Size.

Part 2. Population Stability.

Part 3. Conclusions Concerning Population Size and Stability

As noted in Chapter 2, in order to satisfy the borough standards established in law, a region must have a population that is large and stable enough to support borough government (AS 29.05.031(a)(1) and 3 AAC 110.050(a)).¹² The law also creates a formal presumption that a region must have at least 1,000 residents to meet the size requirement (3 AAC 110.050(b)).¹³

Part 1 of this section of the report examines the size of the population of the eight unorganized areas under review. Part 2 reviews the stability of the population in each of those regions. Conclusions regarding the applicable population standards are offered in Part 3.

Part 1. Population Size

Subpart (a). Aleutians West Model Borough. Based on the 2000 federal census, 4,781 residents inhabit the Aleutians West Model Borough.

The population of the region is concentrated at Unalaska, where ninety percent of its residents live. All but four of the remaining inhabitants of the region live in five other communities or settlements recognized by the U.S. Census Bureau.

The 2000 census population figures for the cities and “census designated places” in the Aleutians West Model Borough are listed in the table below.

¹² AS 29.05.031(a) provides that, “An area that meets the following standards may incorporate as a home rule, first class, or second class borough, or as a unified municipality: (1) **the population** of the area is interrelated and integrated as to its social, cultural, and economic activities, and **is large and stable enough to support borough government**” (emphasis added). 3 AAC 110.050(a) states, “The population of a proposed borough must be sufficiently large and stable to support the proposed borough government. In this regard, the commission may consider relevant factors, including (1) total census enumerations; (2) durations of residency; (3) historical population patterns; (4) seasonal population changes; and (5) age distributions.”

¹³ 3 AAC 110.050(b) states, “Absent a specific and persuasive showing to the contrary, the commission will presume that the population is not large enough and stable enough to support the proposed borough government unless at least 1,000 permanent residents live in the proposed borough.”

ALEUTIANS WEST MODEL BOROUGH POPULATION	
City or Census Designated Place	2000 Census Population
Adak (formerly Adak Naval Air Station)	316
Atka	92
Attu (U.S. Coast Guard Station)	20
Nikolski	39
Shemya (formerly Eareckson Air Force Station)	27
Unalaska	4,283
Remainder of region	4
Total	4,781

The population of the Aleutians West Model Borough is nearly five times greater than the 1,000-person presumptive minimum threshold prescribed in the Alaska Administrative Code (3 AAC 110.050(b)).

More individuals inhabit the Aleutians West Model Borough than live in six of Alaska's existing organized boroughs and four other model unorganized boroughs reviewed in this report. The population of the Aleutians West Model Borough is 77% greater than that of the adjoining Aleutians East Borough, which organized in 1987.

Subpart (b). Chatham Model Borough. The Chatham Model Borough is the least populous unorganized region reviewed in this report.

However, with an estimated 1,354 residents at the time of the 2000 census, the region still has a population greater than two existing organized boroughs. Specifically, the Chatham Model Borough's population at the time of the last census was nearly 8% greater than that of the Bristol Bay Borough and nearly 70% greater than that of the City and Borough of Yakutat.¹⁴

The U.S. Census Bureau recognized three communities or settlements in the Chatham Model Borough at the time of the last census. One was the logging camp at Cube Cove, which closed following the 2000 census.

The 2000 census population figures for the communities and "census designated places" in the Chatham Model Borough are listed in the table below.

¹⁴ It is noted, however, that both the Bristol Bay Borough and City and Borough of Yakutat have been criticized by some in the past as lacking the regional characteristics that are fundamental to borough governments.

1

CHATHAM MODEL BOROUGH POPULATION	
City or Census Designated Place	2000 Census Population
Angoon	572
Cube Cove	72
Kake	710
Total	1,354

2

3 Reducing the region's population to reflect the closure of the Cube Cove logging
 4 camp leaves a population of 1,282. That figure is still nearly 30% greater than
 5 the 1,000-person threshold set out in the Commission's regulations (3 AAC
 6 110.050(b)).

7

8 **Subpart (c). Copper River Basin Model Borough.** DCED estimates that 3,089
 9 individuals were living in the Copper River Basin Model Borough at the time of
 10 the 2000 census.

11

12 Of those, 2,966 (96%) lived within eighteen communities or settlements in the
 13 region recognized by the U.S. Census Bureau. The remaining 123 residents
 14 lived along the highways and roadways traversing the Copper River Basin Model
 15 Borough.

16

17 No community in the region is organized as a city government, although two
 18 have populations exceeding the threshold in law to incorporate a home rule city
 19 or first class city. The 2000 census population figures for the communities and
 20 "census designated places" in the Copper River Basin Model Borough are listed
 21 in the table below.

22

COPPER RIVER BASIN MODEL BOROUGH POPULATION	
Census Designated Place	2000 Census Population
Chistochina	93
Chitina	123
Copper Center	362
Copperville	179
Gakona	215
Glennallen	554
Gulkana	88
Kenny Lake	410
McCarthy	42
Mendeltna	63
Nelchina	71
Paxson	43
Silver Springs	130
Slana	124
Tazlina	149

COPPER RIVER BASIN MODEL BOROUGH POPULATION	
Census Designated Place	2000 Census Population
Tolsona	27
Tonsina	92
Willow Creek	201
Remainder of region (including Chisana)	123
Total	3,089

The population of the Copper River Basin Model Borough is more than three times greater than the 1,000-person base prescribed by 3 AAC 110.050(b).

Six of Alaska's existing organized boroughs and two other model unorganized boroughs reviewed in this report have lesser populations than the Copper River Basin Model Borough. The population of the Copper River Basin Model Borough is nearly 75% greater than that of the Denali Borough, which organized in 1990.

Subpart (d). Glacier Bay Model Borough. At the time of the 2000 census, an estimated 1,739 residents inhabited the Glacier Bay Model Borough.

There are seven recognized communities and settlements in the region. The most populous community, Hoonah, has 860 residents. Gustavus, the next most populous community, has half as many residents as Hoonah. Three settlements in the region have more than 100 but fewer than 165 inhabitants. The two remaining settlements have 35 or fewer residents.

The 2000 census population figures for the cities and "census designated places" in the Glacier Bay Model Borough are listed in the table below.

GLACIER BAY MODEL BOROUGH POPULATION	
City or Census Designated Place	2000 Census Population
Elfin Cove	32
Game Creek	35
Gustavus	429
Hoonah	860
Pelican	163
Tenakee Springs	104
Whitestone Logging Camp	116
Total	1,739

The population of the Glacier Bay Model Borough is nearly 75% greater than the 1,000-person presumptive minimum figure established in 3 AAC 110.050(b).

More individuals inhabit the Glacier Bay Model Borough than live in two of Alaska's existing organized boroughs and one other model unorganized borough reviewed in this report. For comparison purposes, the population of the adjoining

Haines Borough is about 25% greater than that of the Glacier Bay Model Borough.

Subpart (e). Prince of Wales Model Borough. Based on the 2000 census, 4,651 individuals live in the Prince of Wales Model Borough. That makes the region more populous than six organized boroughs and three other model unorganized boroughs reviewed in this report.

Eighty-five percent of the residents of the region live in thirteen recognized communities or settlements. The most populous community in the Prince of Wales Model Borough is Craig, which encompasses approximately 30% of the residents of the region. The next largest community is Klawock, which has a population about 60% that of Craig.

An estimated 674 residents of the Prince of Wales Model Borough live outside the thirteen recognized communities and settlements. The 2000 census population figures for all the cities and “census designated places” in the Prince of Wales Model Borough are listed in the table below.

PRINCE OF WALES MODEL BOROUGH POPULATION	
City or Census Designated Place	2000 Census Population
Coffman Cove	199
Craig	1,397
Edna Bay	49
Hollis	139
Hydaburg	382
Kasaan	39
Klawock	854
Naukati Bay	135
Point Baker	35
Port Alexander	81
Port Protection	63
Thorne Bay	557
Whale Pass	58
Remainder of region	663
Total	4,651

Like the Aleutians West Model Borough, the population of the Prince of Wales Model Borough is nearly five times greater than the 1,000-person presumptive minimum threshold prescribed by 3 AAC 110.050(b). Its population is greater than six existing organized boroughs and three other model unorganized boroughs reviewed in this report.

Subpart (f). Prince William Sound Model Borough. According to the 2000 federal census, 6,964 residents inhabit the Prince William Sound Model Borough.

The population of the Prince William Sound region is concentrated in two communities – Valdez and Cordova – which account for 93.2% of those who live in the area. 5.4% of the inhabitants of the region live in three other communities or settlements. The remaining 1.4% – 99 individuals – live elsewhere in the region.

The 2000 census population figures for the cities and “census designated places” in the Prince William Sound Model Borough are listed in the table below.

PRINCE WILLIAM SOUND MODEL BOROUGH POPULATION	
City or Census Designated Place	2000 Census Population
Chenega Bay (a.k.a. Chenega)	86
Cordova (includes Eyak)	2,454
Tatitlek	107
Valdez	4,036
Whittier	182
Remainder of region	99
Total	6,964

The population of the Prince William Sound Model Borough is nearly seven times greater than the 1,000-person threshold in 3 AAC 110.050(b).

Nearly as many residents live in the Prince William Sound Model Borough as live in the Northwest Arctic Borough, which incorporated in 1986. The Prince William Sound Model Borough is the most populous unorganized region examined in this report. Its population is greater than that of six organized boroughs and seven other unorganized boroughs reviewed here.

Subpart (g). Upper Tanana Basin Model Borough. According to the 2000 federal census, approximately 6,316 individuals live in the Upper Tanana Basin Model Borough.

Approximately 97% of the residents of the region live within nineteen recognized communities and settlements in the area. One-hundred seventy-three individuals lived elsewhere in the region.

The most populous recognized portion of the region is Deltana, a sprawling area that is recognized as a “census designated place.” The most populous indisputable community is Tok, which has 22% of the population of the entire region.

The 2000 census population figures for the cities and “census designated places” in the Upper Tanana Basin Model Borough are listed in the table below.

1

UPPER TANANA BASIN MODEL BOROUGH POPULATION	
City or Census Designated Place	2000 Census Population
Alcan Border	21
Big Delta	749
Chicken	17
Delta Junction	840
Deltana	1,570
Dot Lake	19
Dot Lake Village	38
Dry Creek	128
Eagle	129
Eagle Village	68
Fort Greely	461
Healy Lake	37
Mentasta Lake	142
Northway	95
Northway Junction	72
Northway Village	107
Tanacross	140
Tetlin	117
Tok	1,393
Remainder of region	173
Total	6,316

2

3 The population of the Upper Tanana Basin Model Borough is more than six times
4 greater than the 1,000-person floor established in 3 AAC 110.050(b).

5

6 Nearly three and one-half times as many people live within the Upper Tanana
7 Basin Model Borough compared to the adjoining Denali Borough. Among
8 unorganized areas reviewed in this report, the Upper Tanana Basin Model
9 Borough is second only to the Prince William Sound Model Borough in terms of
10 population size. The Upper Tanana Basin Model Borough has more inhabitants
11 than six organized boroughs and six other unorganized boroughs reviewed in this
12 report.

13

14 **Subpart (h). Wrangell Petersburg Model Borough.** DCED estimates that at
15 the time of the 2000 federal census, 5,893 residents inhabited the Wrangell-
16 Petersburg Model Borough.

17

18 The population of the region is concentrated in two communities – Petersburg
19 and Wrangell – which collectively account for nearly 95% of its residents. Less
20 than 1% of the population of the Wrangell-Petersburg Model Borough lives in the
21 small settlements of Kupreanof and Thom's Place. Most of the rest of the

population, just over 4%, lives outside the formally established corporate boundaries of the City of Petersburg and the City of Wrangell.

The 2000 census population figures for the cities and “census designated places” in the Wrangell-Petersburg Model Borough are listed in the table below.

WRANGELL-PETERSBURG MODEL BOROUGH POPULATION	
City or Census Designated Place	2000 Census Population
Kupreanof	23
Petersburg	3,224
Thom's Place	22
Wrangell	2,308
Remainder of region	316
Total	5,893

The population of the Wrangell-Petersburg Model Borough is nearly six times greater than the 1,000-person threshold in the Alaska Administrative Code (3 AAC 110.050(b)).

More people live in the Wrangell-Petersburg Model Borough than live in six of Alaska’s existing organized boroughs and five other unorganized boroughs reviewed in this report.

Part 2. Population Stability

Subpart (a). Aleutians West Model Borough. The population of cities and other formally recognized communities and settlements in the Aleutians West Model Borough grew from 5,380 in 1980 to 8,494 in 1990. That represented an expansion in those localities of 3,114, or 57.9% for the decade.

However, during the following decade, the number of residents of the communities and settlements in the region dropped by 3,740 (44%). The significant relative population loss stemmed from the closure of two substantial military facilities in the region.

The larger of the two facilities to close was the Adak Naval Air Station. In 1994, severe reductions occurred in the base operations at Adak. Consequently, family housing and schools on the base closed. Base operations ceased altogether in March 1997, which amounted to an estimated loss of 4,317 individuals at Adak.

The Aleut Corporation subsequently acquired the former military facilities at Adak under a land transfer agreement with the federal government. About 30 families with children relocated to Adak in September 1998. The community incorporated a second class city in April 2001.

Earekson Air Force Station at Shemya was the other major military facility in the region to close in the past decade. The Shemya facility closed in 1995, bringing about an estimated population loss of 637. There is currently a small group of caretakers (20) residing at Earekson Air Force Station.

Excluding the effects of the closures of the two military facilities, the population in the Aleutians West region actually increased during the period from 1990 to 2000. The population of the region's largest community, Unalaska, grew from 3,089 to 4,283 during the 1990s. During the same period, the population of Atka increased from 73 to 92, while the population of Nikolski rose from 35 to 39.

The following table reports the populations for the communities and settlements in the Aleutians West Model Borough for 1980, 1990, and 2000. Information is also provided about the change – both in absolute and relative terms – in the population of each locality between 1980 and 1990 and between 1990 and 2000.

Aleutians West Model Borough Population Trends – 1980-2000							
Locality	1980 Population	1990 Population	Absolute Change 1980-1990	Relative Change 1980-1990	2000 Population	Absolute Change 1990-2000	Relative Change 1990-2000
Adak	3,315	4,633	1,318	40%	316	-4,317	-93%
Atka	93	73	-20	-22%	92	19	26%
Attu	29	23	-6	-21%	20	-3	-13%
Nikolski	50	35	-15	-30%	39	4	11%
Shemya	600	664	64	11%	27	-637	-96%
Unalaska	1,322	3,089	1,767	134%	4,283	1,194	39%
Estimated Population for Aleutians West Region	5,380	8,494	3,114	57.9%	4,781	-3,713	-43.7%
Note: The sum of the populations for the localities does not equal the sum of the figures for the region as a whole since individuals live outside of localities defined by the U.S. Census Bureau.							

Subpart (b). Chatham Model Borough. The number of residents of the Chatham Model Borough expanded from 1,020 in 1980 to 1,494 ten years later. That represented an increase of 474, or 46%. The increase stemmed in part from the opening of the Cube Cove logging camp. The populations of the two long-established communities in the region, Angoon and Kake, also increased.

In the following decade, however, there was a net decrease of 140 residents of the region (9%). The population of both Angoon and the Cube Cove logging camp declined during the 1990s, while the population of Kake increased slightly in the last decade. As noted previously, the Cube Cove logging camp closed after the 2000 census.

Even with the closure of the Cube Cove logging camp, the population of the region still increased from 1,020 in 1980 to 1,282 (more than 25%).

The following table lists the populations for the communities and settlements in the Chatham Model Borough for 1980, 1990, and 2000. Information is also provided about the absolute and relative change in the population of each city and census designated place during the same intervals.

Chatham Model Borough Population Trends – 1980-2000							
Locality	1980 Population	1990 Population	Absolute Change 1980-1990	Relative Change 1980-1990	2000 Population	Absolute Change 1990-2000	Relative Change 1990-2000
Angoon	465	638	173	37%	572	-66	-10%
Kake	555	700	145	26%	710	10	1%
Cube Cove	0	156	156		72	-84	-54%
Total of Localities within the Chatham Region	1,020	1,494	474	46.5%	1,354	-140	-9.4%

Subpart (c). Copper River Basin Model Borough. In 1980, the U.S. Census Bureau formally recognized eleven communities and settlements in the Copper River Basin. Those localities had a population of 1,280. DCED estimates that the population of the Copper River Basin Model Borough outside the eleven localities in 1980 was 1,382.¹⁵

For purposes of the 1990 federal census, three additional communities or localities in the region were recognized (Copperville, Kenny Lake, and Tazlina), bringing the total number to fourteen. The population of the fourteen localities in the region was 2,163. DCED estimates that the population of the Copper River Model Borough outside the fourteen communities and settlement was 504 in 1990.¹⁶

Changes in the population between 1980 – 1990 for the eleven localities recognized during the 1980 census are shown in the table below. Changes in the estimated population for the entire region between 1980 and 1990 are also shown in the table below.

¹⁵ The population of the “Copper River Census Sub-Area” in 1980 of 2,721, less the population of Mentasta Lake (pop. 59, in Upper Tanana Model Borough), results in an estimated population figure for the total Copper River Model Borough of 2,662. 1,280 lived in localities in 1980, therefore $2,662 - 1,280 = 1,382$ outside the eleven formally recognized localities in 1980.

¹⁶ The population of the “Copper River Census Sub-Area” in 1990 of 2,763, less the population of Mentasta Lake (pop. 96), results in an estimated population for the Copper River Model Borough of 2,667 in 1990. 2,163 lived in localities in 1990, therefore $2,667 - 2,163 = 504$ outside the fourteen formally recognized localities in 1990.

For purposes of the 2000 census, five new localities were formally recognized in the region by the U.S. Census Bureau (Chisana, Nelchina, Silver Springs, Tolsona, and Willow Creek). Recognition of the five new localities brought the number in the region to nineteen. The total population of those nineteen communities and settlements at the time of the last census was 2,966. The 2000 population of the region outside those localities was estimated to be 123.

Changes in the population between 1980 – 1990 – 2000 for the eleven localities recognized at the time of the 1980 census are shown in the table below. Additionally, changes in the population between 1990 – 2000 for the three localities first recognized in 1990 are also reported in the table. Further, changes in the estimated population for the entire region between 1980 and 2000 are also shown in the table below.

Copper River Basin Model Borough Population Trends – 1980-2000							
Locality	1980 Population	1990 Population	Absolute Change 1980-1990	Relative Change 1980-1990	2000 Population	Absolute Change 1990-2000	Relative Change 1990-2000
Chisana	NA	NA			12		
Chistochina	55	60	5	9%	93	33	55%
Chitina	42	49	7	17%	123	74	151%
Copper Center	213	449	236	111%	362	-87	-19%
Copperville	NA	163	163		179	16	10%
Gakona	87	25	-62	-71%	215	190	760%
Glennallen	511	451	-60	-12%	554	103	23%
Gulkana	104	103	-1	-1%	88	-15	-15%
Kenny Lake	NA	423	423		410	-13	-3%
McCarthy	23	25	2	9%	42	17	68%
Mendeltna	31	37	6	19%	63	26	70%
Nelchina	NA	NA			71		
Paxson	30	30	0	0%	43	13	43%
Silver Springs	NA	NA			130		
Slana	49	63	14	29%	124	61	97%
Tazlina	NA	247	247		149	-98	-40%
Tolsona	NA	NA			27		
Tonsina	135	38	-97	-72%	92	54	142%
Willow Creek	NA	NA			201		
Estimated Population for Copper River Basin	2,662	2,667	5	0.1%	3,089	422	15.8%
Note: The sum of the populations for the localities does not equal the sum of the figures for the region as a whole since individuals live outside of localities defined by the U.S. Census Bureau.							

Subpart (d). Glacier Bay Model Borough. In 1980, the U.S. Census Bureau recognized five localities in the area that now comprises the Glacier Bay Model Borough. Those localities had a total population of 1,124.

At the time of the 1990 census, two additional localities were recognized (Game Creek and Whitestone Logging Camp). From 1980 – 1990, the population for the entire region increased by 527 (47%) to 1,651. In the ensuing decade, the population of the region increased again, this time by 88 (5%) to 1,739.

Significant relative reductions in the populations of Elfin Cove, Game Creek, Pelican, and Whitestone Logging Camp occurred between 1990 – 2000. The population of Gustavus, however, increased by two-thirds during the same time. Population tallies of communities and settlements in the Glacier Bay Model Borough and the region as a whole for 1980, 1990, and 2000 are shown in the following table. Information is also provided about total and percentage changes in the population for the localities and the region between 1980 – 1990 and between 1990 – 2000.

Glacier Bay Model Borough Population Trends – 1980-2000							
Locality	1980 Population	1990 Population	Absolute Change 1980-1990	Relative Change 1980-1990	2000 Population	Absolute Change 1990-2000	Relative Change 1990-2000
Elfin Cove	28	57	29	104%	32	-25	-44%
Game Creek	NA	61	61		35	-26	-43%
Gustavus	98	258	160	163%	429	171	66%
Hoonah	680	795	115	17%	860	65	8%
Pelican	180	222	42	23%	163	-59	-27%
Tenakee Springs	138	94	-44	-32%	104	10	11%
Whitestone Logging Camp	NA	164	164		116	-48	-29%
Glacier Bay Region	1,124	1,651	527	46.9%	1,739	88	5.3%

Subpart (e). Prince William Sound Model Borough. In 1980, an estimated 5,627 individuals lived in the Prince William Sound Model Borough. Ten years later, the figure stood at 6,899, an increase of 1,272 (22.6%). During the 1990s, the population of the region increased by a modest 65 (0.9%).¹⁷

Double-digit percentage reductions in the populations of Tatitlek and Whittier occurred during the past decade. The population of Valdez, the region's largest community, declined very modestly. During the same period, the reported population of the area within the corporate boundaries of the City of Cordova increased substantially. That increase, in large measure, stems from a

¹⁷ For 1990, the population estimate is based on the sum of the Cordova Census Subarea and the Prince William Sound Census Subarea (less ships in port). In 2000, the population estimate is based on the Chugach Census Subarea.

significant expansion of the corporate boundaries of the City of Cordova in 1993, including Eyak.

Population figures of communities and settlements in the Prince William Sound Model Borough for 1980, 1990, and 2000 are shown in the following table. Information is also provided about total and percentage changes in the population for each locality in the region between 1980 – 1990 and between 1990 – 2000.

Prince William Sound Model Borough Population Trends – 1980-2000							
Locality	1980 Population	1990 Population	Absolute Change 1980-1990	Relative Change 1980-1990	2000 Population	Absolute Change 1990-2000	Relative Change 1990-2000
Chenega Bay	NA	94	94		86	-8	-9%
Cordova	1,879	2,110	231	12%	2,454	344	16%
Eyak	47	172	125	266%	In City of Cordova		
Tatitlek	68	119	51	75%	107	-12	-10%
Valdez	3,079	4,068	989	32%	4,036	-32	-1%
Whittier	198	243	45	23%	182	-61	-25%
Estimated Population for Prince William Sound	5,627	6,899	1,272	22.6%	6,964	65	0.9%

Note: The sum of the populations for the localities does not equal the sum of the figures for the region as a whole since individuals live outside of localities defined by the U.S. Census Bureau.

Subpart (f). Prince of Wales Model Borough. In 1980, the U.S. Census Bureau formally recognized eleven communities and settlements in the area that now comprise the Prince of Wales Model Borough. Those localities had a population of 2,050. DCED estimates that the population of the Prince of Wales Model Borough outside the eleven localities in 1980 was 525.¹⁸

For purposes of the 1990 federal census, two additional communities or localities in the region were recognized (Hollis and Naukati Bay), bringing the total number to thirteen. The population of the thirteen localities in the region in 1990 was 3,760. DCED estimates that the population of the Prince of Wales Model Borough outside the fourteen communities was 1,011 in 1990.¹⁹ As a whole, the

¹⁸ The population of the "Prince of Wales-Outer Ketchikan Census Area," was 3,822 in 1980. Excluding the population of Metlakatla, Hyder, and Meyers Chuck (localities in that census area but outside the Prince of Wales Model Borough) results in an estimated population figure for the Prince of Wales Model Borough of 2,362. Of that, 312 lived outside the eleven formally recognized localities in the Prince of Wales Model Borough.

¹⁹ The population of the "Prince of Wales-Outer Ketchikan Census Area," was 6,278 in 1990. Excluding the population of Metlakatla, Hyder, and Meyers Chuck results in an estimated population figure for the Prince of Wales Model Borough of 4,678 for the region. Of that, 918 lived outside the eleven formally recognized localities in the Prince of Wales Model Borough.

population within the Prince of Wales Model Borough increased by over 85% between 1980 – 1990.

In 2000, the estimated population of the region was 4,651. That figure represented a slight reduction in population over the previous decade (120 residents, or a 2.5% reduction).

Population figures for Prince of Wales Model Borough communities, settlements, and the entire region for 1980, 1990, and 2000 are shown in the following table. Information is also provided about total and percentage changes in the population for the localities and the region between 1980 – 1990 and between 1990 – 2000.

Prince of Wales Model Borough Population Trends – 1980-2000							
Locality	1980 Population	1990 Population	Absolute Change 1980-1990	Relative Change 1980-1990	2000 Population	Absolute Change 1990-2000	Relative Change 1990-2000
Coffman Cove	193	186	-7	-4%	199	13	7%
Craig	527	1,260	733	139%	1,397	137	11%
Edna Bay	6	86	80	1333%	49	-37	-43%
Hollis	NA	111	111		139	28	25%
Hydaburg	298	384	86	29%	382	-2	-1%
Kasaan	25	54	29	116%	39	-15	-28%
Klawock	318	722	404	127%	854	132	18%
Naukati Bay	NA	93	93		135	42	45%
Point Baker	90	39	-51	-57%	35	-4	-10%
Port Alexander	86	119	33	38%	81	-38	-32%
Port Protection	40	62	22	55%	63	1	2%
Thorne Bay	377	569	192	51%	557	-12	-2%
Whale Pass	90	75	-15	-17%	58	-17	-23%
Estimated Population for Prince of Wales	2,575	4,771	2,196	85.3%	4,651	-120	-2.5%
Note: The sum of the populations for the localities does not equal the sum of the figures for the region since some individuals live outside of the localities defined by the U.S. Census Bureau.							

Subpart (g). Upper Tanana Basin Model Borough.

In 1980, the U.S. Census Bureau formally recognized thirteen localities in the Upper Tanana Basin Model Borough. Those communities and settlements had a population of 4,186. DCED estimates that the population of the Upper Tanana Basin Model Borough outside the thirteen localities in 1980 was 1,549.²⁰

²⁰ The inhabited portion of the Upper Tanana Basin Model Borough corresponds roughly to the inhabited portion of the Southeast Fairbanks Census Area, plus Mentasta Lake. The population of the entire Southeast Fairbanks Census Area in 1980 was 5,676 + Mentasta 59 = 5,735. The

For purposes of the 1990 federal census three additional localities were recognized in the region (Alcan Border, Dry Creek, and Northway Junction), bringing the total number to sixteen. The population of the sixteen localities in the region was 4,352 in 1990. DCED estimates that the population outside of the fourteen communities was 1,657 in 1990.²¹ As a whole, the population of the Upper Tanana Basin Model Borough increased by 274 (4.8%) between 1980 – 1990.

In 2000, the estimated population of the Upper Tanana Basin Model Borough was 6,316. That figure represented an increase in the number of residents by 307 (5.1%) compared to the previous decade.

Double-digit percentage gains or losses were the norm in many communities and settlements in the region during the past decade; however, many of these changes are due to boundary revisions of localities in the 2000 Census.

Population figures of communities and settlements in the Upper Tanana Basin Model Borough for 1980, 1990, and 2000 are shown in the following table. Information is also provided about total and percentage changes in the population for each locality in the region between 1980 – 1990 and between 1990 – 2000.

Upper Tanana Basin Model Borough Population Trends – 1980-2000							
Locality	1980 Population	1990 Population	Absolute Change 1980-1990	Relative Change 1980-1990	2000 Population	Absolute Change 1990-2000	Relative Change 1990-2000
Alcan Border	NA	27	27		21	-6	-22%
Big Delta	285	400	115	40%	749	349	87%
Chicken	NA	NA			17	17	
Delta Junction	945	652	-293	-31%	840	188	29%
Deltana	NA	NA			1,570		
Dot Lake	67	70	3	4%	19	-51	-73%
Dot Lake Village	NA	NA			38		
Dry Creek	NA	106	106		128	22	21%
Eagle	110	168	58	53%	129	-39	-23%
Eagle Village	54	35	-19	-35%	68	33	94%

total population of the localities in that region was 4,186. Thus, an estimated 1,561 individuals lived in the region, but outside the localities in 1980.

²¹ As indicated in the previous footnote, the inhabited portion of the Upper Tanana Basin Model Borough corresponds roughly to the inhabited portion of the Southeast Fairbanks Census Area, plus Mentasta Lake. The population of the Southeast Fairbanks Census Area in 1990 was 5,913 + Mentasta 96 = 6,009. The total population of the localities in that region was 4,352. Thus, an estimated 1,657 individuals lived in the region, but outside the localities in 199.

Upper Tanana Basin Model Borough Population Trends – 1980-2000							
Locality	1980 Population	1990 Population	Absolute Change 1980-1990	Relative Change 1980-1990	2000 Population	Absolute Change 1990-2000	Relative Change 1990-2000
Fort Greely	1,635	1,299	-336	-21%	461	-838	-65%
Healy Lake	33	47	14	42%	37	-10	-21%
Mentasta Lake	59	96	37	63%	142	46	48%
Northway	73	123	50	68%	95	-28	-23%
Northway Junction	NA	88	88		72	-16	-18%
Northway Village	112	113	1	1%	107	-6	-5%
Tanacross	117	106	-11	-9%	140	34	32%
Tetlin	107	87	-20	-19%	117	30	34%
Tok	589	935	346	59%	1,393	458	49%
Estimated Population for Upper Tanana Basin	5,735	6,009	274	4.8%	6,316	307	5.1%

Note: The sum of the populations for the localities does not equal the sum of the figures for the region since some individuals live outside of the localities defined by the U.S. Census Bureau.

Subpart (h). Wrangell-Petersburg Model Borough. In 1980, there were three recognized localities in the Wrangell-Petersburg Model Borough area. The population of those communities and settlements totaled 5,052. DCED estimates that the population of the entire Wrangell-Petersburg Model Borough area at the time was 5,526.²² Thus, an estimated 474 individuals lived within the region, but outside the recognized localities.

The population of the Wrangell-Petersburg Model Borough increased by an estimated 564 (10.2%) during the 1980s.²³ However, in the following decade, DCED estimates that the population declined by 197 (3.2%).²⁴

Population figures of communities and settlements in the Wrangell-Petersburg Model Borough for 1980, 1990, and 2000 are shown in the following table. Information is also provided about total and percentage changes in the population for each locality and the region between 1980 - 1990 and between 1990 - 2000.

²² The population estimate reflects the population of the "Wrangell-Petersburg Census Area" (6,167), less the population for Kake (555) and Port Alexander (86).

²³ The population estimate of 6,090 reflects the population of the "Wrangell-Petersburg Census Area" (7,042), less the population for Kake (700), Port Alexander (119) and Rowan Bay (133).

²⁴ The population estimate of 5,893 reflects the population of the "Wrangell-Petersburg Census Area" (6,684), less the population for Kake (710) and Port Alexander (81). The Rowan Bay logging camp closed after the 1990 census.

1

Wrangell-Petersburg Model Borough Population Trends – 1980-2000							
Locality	1980 Population	1990 Population	Absolute Change 1980-1990	Relative Change 1980-1990	2000 Population	Absolute Change 1990-2000	Relative Change 1990-2000
Kupreanof	47	23	-24	-51%	23	0	0%
Petersburg	2,821	3,207	386	14%	3,224	17	1%
Thom's Place	NA	NA			22		
Wrangell	2,184	2,479	295	14%	2,308	-171	-7%
Estimated Population for Wrangell- Petersburg	5,526	6,090	564	10.2%	5,893	-197	-3.2%
Note: The sum of the populations for the localities does not equal the sum of the figures for the region since some individuals live in the region but outside the localities.							

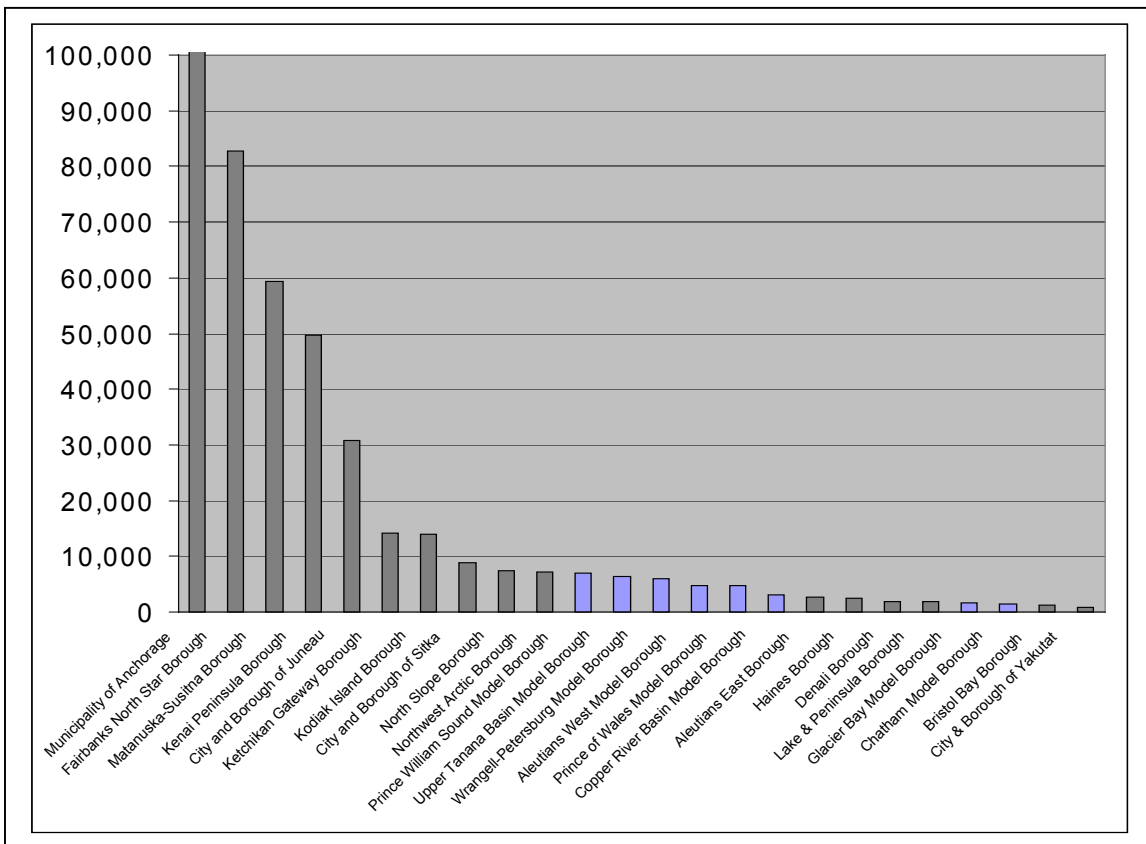
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3

Part 3. Conclusions Concerning Population Size and Stability

At the time of the 2000 census, the eight unorganized areas under review in this report had populations ranging from 6,964 to 1,354. Thus, the population of each of those eight areas exceeding the 1,000-person presumptive minimum set out in 3 AAC 110.050(b). The unorganized area with the least population, the Chatham Model Borough, however, has since declined further because of the closure of the Cube Cove logging camp. If the populations of the other settlements in that region have remained stable since 2000, the population of the Chatham Model Borough now stands at approximately 1,282.

As shown in the table below, six of the unorganized areas reviewed in this report had populations exceeding those of nearly 40% of Alaska's existing organized boroughs. Each of the two least populated unorganized areas listed still had populations exceeding those of two existing organized boroughs.



The least populous unorganized area reviewed, Chatham Model Borough, had 316 students as of October 1, 2001.²⁵ Since then, the school at Cube Cove has closed. Thus, for purposes of this review, enrollment in the Chatham Model

²⁵ Angoon enrollment was 133, Kake enrollment was 173, and Cube Cove enrollment was 10. Source: <http://www.eed.state.ak.us/stats/SchoolEnrollment/2002SchoolEnrollment.pdf>

Borough is adjusted to 306. That figure is 22.4% greater than the 250-student minimum set by AS 14.12.025, as discussed in Chapter 2 Section D, Part 3(b) of this report.

Comparison of Populations of Existing Organized Boroughs and the Eight Unorganized Regions Under Review	
Municipality of Anchorage	260,283
Fairbanks North Star Borough	82,840
Matanuska-Susitna Borough	59,322
Kenai Peninsula Borough	49,691
City and Borough of Juneau	30,711
Ketchikan Gateway Borough	14,070
Kodiak Island Borough	13,913
City and Borough of Sitka	8,835
North Slope Borough	7,385
Northwest Arctic Borough	7,208
Prince William Sound Model Borough	6,964
Upper Tanana Basin Model Borough	6,316
Wrangell-Petersburg Model Borough	5,893
Aleutians West Model Borough	4,781
Prince of Wales Model Borough	4,651
Copper River Basin Model Borough	3,089
Aleutians East Borough	2,697
Haines Borough	2,392
Denali Borough	1,893
Lake & Peninsula Borough	1,823
Glacier Bay Model Borough	1,739
Chatham Model Borough	1,354
Bristol Bay Borough	1,257
City & Borough of Yakutat	808

Among the areas reviewed in this report, the population of the Aleutians West Model Borough has fluctuated most significantly over the past two decades. However, that fluctuation stems from the closure of major military facilities in the region during the 1990s. Other regions have been comparatively stable.

Based on the foregoing, the Commission concludes that each of the eight unorganized areas under review in this report has a population that is large and stable enough to support borough government. Thus, the standards set out in AS 29.05.031(a)(1) and 3 AAC 110.050(a) are satisfied in the case of each of the eight unorganized regions addressed in this report.

Moreover, the population of each of the eight unorganized areas under review here exceeds the 1,000-person minimum established in 3 AAC 110.050(b). Therefore, that standard is satisfied as well.

Section D. Regional Commonalities

Part 1. Social, Cultural, and Economic Characteristics

Part 2. Multiple Communities

Part 3. Communications and Exchange

Part 4. Natural Geography and Necessary Areas

Part 5. Model Borough Boundaries

Part 6. Regional Educational Attendance Area Boundaries

Part 7. Contiguity and Totality

Part 8. Overlapping Boundaries

Part 9. Conclusions Regarding Commonalities

Part 1. Social, Cultural, and Economic Characteristics

As noted in Chapter 2, in order to satisfy the borough standards established in law, a region must embrace an area and population with common interests (Article X, sec 3 Ak. Const.; AS 29.05.031(a)(1), and 3 AAC 110.045(a)).²⁶ This portion of the report addresses the extent to which the communities and settlements within the eight model borough boundaries under review embrace common interests -- in the context of eighteen basic indices applied to regional issues throughout Alaska.

Subpart (a). Aleutians West Model Borough

²⁶ Article X, sec 3 Ak. Const., states, "The entire State shall be divided into boroughs, organized or unorganized. They shall be established in a manner and according to standards provided by law. The standards shall include population, geography, economy, transportation, and other factors. **Each borough shall embrace an area and population with common interests to the maximum degree possible.** The legislature shall classify boroughs and prescribe their powers and functions. Methods by which boroughs may be organized, incorporated, merged, consolidated, reclassified, or dissolved shall be prescribed by law." (emphasis added). AS 29.05.031(a)(1) states. "An area that meets the following standards may incorporate as a home rule, first class, or second class borough, or as a unified municipality: (1) the population of the area is interrelated and integrated as to its social, cultural, and economic activities, and is large and stable enough to support borough government." Lastly, 3 AAC 110.045(a) states, "The social, cultural, and economic characteristics and activities of the people in a proposed borough must be interrelated and integrated. In this regard, the commission may consider relevant factors, including the (1) compatibility of urban and rural areas within the proposed borough; (2) compatibility of economic lifestyles, and industrial or commercial activities; (3) existence throughout the proposed borough of customary and simple transportation and communication patterns; and (4) extent and accommodation of spoken language differences throughout the proposed borough."

1 The Aleutians West Model Borough encompasses six localities. These are Adak
2 (population 316); Atka (population 92); Attu Station (population 20); Nikolski
3 (population 39); Shemya (population 27); and Unalaska (population 4,283).
4

5 **Subpart (a)(i). State House District**
6

7 The Aleutians West Model Borough lies wholly within State House Election
8 District 37. Other regions within the same election district include the Aleutians
9 East Borough, a portion of the Lake and Peninsula Borough (roughly the
10 southern half), Bristol Bay Borough, and Dillingham Census Area.
11

12 **Subpart (a)(ii). ANCSA Regional Native Corporation**
13

14 All of the territory within the Aleutians West Model Borough boundaries is within
15 Aleut Corporation region.
16

17 **Subpart (a)(iii). Regional Housing Authority**
18

19 The Aleutian Housing Authority serves the Aleutians West Model Borough area.
20

21 **Subpart (a)(iv). Regional Health Corporations.**
22

23 Aleutian Pribilof Island Association Incorporated serves Atka and Unalaska. The
24 nonprofit Eastern Aleutian Tribes, Incorporated serves Adak.
25

26 **Subpart (a)(v). Public Safety Service Delivery**
27

28 The Alaska State Troopers have a post in Unalaska. The Department of Public
29 Safety, Division of Fish and Wildlife Protection Patrol Vessel (P/V) *Stimson*
30 serves the area within the Aleutians West Model Borough boundaries. The
31 *Stimson's* home port is Dutch Harbor in the City of Unalaska.
32

33 **Subpart (a)(vi). Marine transportation, air transportation.**
34

35 The Alaska Marine Highway offers ferry service to Unalaska/Dutch Harbor
36 between April and October, usually one trip a month. The ferry departs Homer
37 on a Tuesday, and arrives in Dutch Harbor via Kodiak the following Saturday
38 morning. The ferry then departs back for Kodiak, Alaska the same day at 11:45
39 AM. The ferry trip is a three day voyage aboard the *M/V Tustumena* from
40 Kodiak.
41

42 Peninsula Airways (PenAir) has a hub in Unalaska and provide scheduled and
43 charter service to the surrounding communities and for support to the commercial
44 fishing industry. PenAir has four aircraft based in Unalaska. Nikolski is served
45 by Peninsula Airways through the Unalaska hub.
46

Alaska Airlines will extend service to Adak in spring 2003 with twice weekly service from Anchorage. The date the one-stop service will begin has not yet been determined, but is expected to be in April. Located 1,192 miles from Anchorage and 445 miles west of Unalaska/Dutch Harbor, Adak will be Alaska Airlines' western-most destination.

The flights, to be operated with Boeing 737-200 combi aircraft, will provide Adak passenger, cargo and mail service. They will operate each Tuesday and Sunday.

Atka has scheduled air services available twice weekly from Unalaska. Float planes or amphibious planes can be chartered, and land in Nazan Bay. Coastal Transportation provides freight service from May to October, and a BIA barge delivers supplies once per year.

Subpart (a)(vii). Common major economic activity.

This element is addressed in Section B of this chapter. To avoid redundancy, this will not be addressed in this portion of the report.

Subpart (a)(viii). Racial composition of the populace.

In 2000, the population of the area within the Western Aleutians Model Borough boundaries was as follows:

2000 Census Data

Location	Total	White	Alaska Native	Other
City of Adak	316	157	111	41
City of Atka	92	6	74	2
Attu C.G. Station	20	18	0	0
Earekson AFS (Shemya)	27	20	3	4
Nikolski	39	12	27	0
Other	4	1	3	0
City of Unalaska including Dutch Harbor)	4,283	1,893	330	1,892

Subpart (a)(ix). Historical links.

Communities in the Western Aleutian Model Borough boundaries share a history of Aleut and Russian cultures and military presence in the period during and post-World War II. The war resulted in altered economic and settlement patterns in the region.

1 **Subpart (a)(x). Geographic proximity.**

2
3 The communities within the Western Aleutian Model Borough boundaries are
4 distributed along a 950 mile chain of islands and are consequently separated by
5 considerable distances.

6
7 **Subpart (a)(xi). Dependence on a community for transportation,**
8 **entertainment, news and professional services.**

9
10 Unalaska is the transportation and service center for the Western Aleutians
11 region.

12
13 **Subpart (a)(xii). Geographical similarities.**

14
15 The area within the Western Aleutians Model Borough boundaries are all located
16 upon islands created by an arc of submarine volcanoes.

17
18 **Subpart (a)(xiii). Historical economic links.**

19
20 The region's economy shares an economic history involving the pelagic fur trade,
21 fox farming, military activity and commercial fishing.

22
23 **Subpart (a)(xiv). Compatibility of urban and rural areas within the proposed**
24 **borough.**

25
26 Unalaska's longstanding role as regional hub for facilities and services helps
27 render it compatible with the smaller, more remote communities in the Western
28 Aleutian Model Borough boundaries area.

29
30 **Subpart (a)(xv). Compatibility of economic lifestyles, and industrial or**
31 **commercial activities.**

32
33 The economies of Western Aleutian communities are based upon fishing, fish
34 processing and fisheries support industries.

35
36 **Subpart (a)(xvi). Existence throughout the proposed borough of customary**
37 **and simple transportation and communication patterns.**

38
39 Unalaska is the transportation and communication hub of the Western Aleutians.

40
41 **Subpart (a)(xvii). Extent and accommodation of spoken language**
42 **differences throughout the proposed borough.**

43
44 Spoken language differences are not evident among the communities in the
45 region. English and the Aleut language predominate.

1 **Subpart (a)(xviii). Coastal Resource Service Area (CRSA).**

2
3 Regional planning is provided to the region by the Aleutians West CRSA. This
4 program provides local review and approval of coastal development activities
5 for consistency with regional policies.
6

7 **Subpart (b). Chatham Model Borough**

8
9 The Chatham Model Borough encompasses three localities extending from the
10 northwest Kupreanof Island to north Admiralty Island. These are Kake
11 (population 710); Angoon (population 572); and Cube Cove (population 72).²⁷ A
12 brief description of social, cultural and economic characteristics of Chatham
13 localities follows:
14

15 **Subpart (b)(i). State House District**

16
17 All of the inhabited localities in the Chatham Model Borough and the now-closed
18 Cube Cove logging camp lie within State House Election District 5.
19

20 **Subpart (b)(ii). ANCSA Regional Native Corporation**

21
22 All of the territory within the Chatham Model Borough boundaries is within
23 Sealaska Corporation region.
24

25 **Subpart (b)(iii). Regional Housing Authority**

26
27 The Tlingit Haida Regional Housing Authority serves the communities within the
28 Chatham Model Borough.
29

30 **Subpart (b)(iv). Regional Health Corporations**

31
32 The Southeast Alaska Regional Health Consortium Incorporated serves
33 communities within the Chatham Model Borough boundaries.
34

35 **Subpart (b)(v). Public Safety Service Delivery**

36
37 The Chatham area is served by Alaska State Troopers' post in Juneau and the
38 Division of Fish and Wildlife Protection detachment based in Juneau. The Kake
39 Police Department operates under the City of Kake and exercises contract
40 agreements between the U.S. Forest Service and Kake Tribal Corporation. With
41 these contracts the Kake Police Department has authority throughout Kupreanof
42 Island. The City of Angoon has a police department.

²⁷ The Cube Cove population figure is from the 2000 census. However, since that time, logging operations have ceased at Cube Cove and the local school has been closed.

Subpart (b)(vi). Marine transportation, air transportation.

The Alaska Marine Highway offers ferry service to Kake and Angoon through the M/V LeConte. The system links Kake, Angoon, Hoonah, Pelican and Tenakee with mainline ports at Sitka and Juneau.

The M/V LeConte typically operates on the following weekly sailing pattern during summer months: Sitka - Angoon - Tenakee - Hoonah - Juneau - Hoonah - Tenakee - Angoon - Sitka - Kake - Petersburg - Kake - Sitka - Angoon - Hoonah - Juneau - Hoonah - Angoon - Kake - Petersburg - Kake - Angoon - Tenakee - Hoonah - Juneau - Hoonah - Tenakee - Angoon - Sitka.

During the winter months, any time either the M/V Aurora or M/V LeConte is off-line for an extended period of time (overhaul, refurbishment projects or lay-up for budgetary reasons), the other vessel must serve all the inter-island ports.

The winter route incorporates the following typical weekly sailing pattern: Sitka - Angoon - Tenakee - Hoonah - Juneau - Hoonah - Tenakee - Angoon - Sitka - Kake - Petersburg - Hollis - Ketchikan - Metlakatla - Ketchikan - Hollis - Ketchikan - Metlakatla - Ketchikan - Hollis - Ketchikan - Petersburg - Kake - Sitka - Angoon - Hoonah - Juneau - Haines - Skagway - Haines - Juneau - Hoonah - Tenakee - Angoon - Sitka.

Angoon and Hoonah have daily scheduled air service from Juneau.

Subpart (b)(vii). Common major economic activity

This element is addressed in Section B of this chapter. To avoid redundancy, this will not be addressed in this portion of the report.

Subpart (b)(viii). Racial composition of the populace

In 2000, the population of the area within the Chatham Model Borough boundaries was as follows:

Location	Total	White	Alaska Native
Angoon	572	65	469
Cube Cove*	72	71	1
Kake	710	171	474
(The population of Cube Cove has decreased since the 2000 census due to cessation of logging operations in the area.)			

1 **Subpart (b)(ix). Historical links.**

2
3 Angoon has been home to the Kootznoowoo Tlingits since early times and
4 remains predominately Tlingit. Kake is also a Tlingit community. Cube Cove was
5 developed as a logging camp.

6
7 **Subpart (b)(x). Geographic proximity.**

8
9 Cube Cove and Angoon are both on the western shore of Admiralty Island. Cube
10 Cove is 26 miles north of Angoon. Kake is located on the northwest coast of
11 Kupreanof Island along Keku Strait.

12
13 **Subpart (b)(xi). Dependence on a community for transportation,**
14 **entertainment, news and professional services.**

15
16 Angoon, Cube Cove and Kake are largely dependent upon Juneau for
17 transportation and professional services.

18
19 **Subpart (b)(xii). Geographical similarities.**

20
21 Angoon, Kake and Cube Cove are all island coastal settlements.

22
23 **Subpart (b)(xiii). Historical economic links.**

24
25 The timber and fishing industries in the region have contributed to shared
26 economic history among Chatham communities.

27
28 **Subpart (b)(xiv). Compatibility of urban and rural areas within the proposed**
29 **borough.**

30
31 Juneau has a longstanding role as regional hub for facilities and services in the
32 Chatham Model Borough area.

33
34 **Subpart (b)(xv). Compatibility of economic lifestyles, and industrial or**
35 **commercial activities.**

36
37 The economies of Chatham communities are based upon fishing, logging, and
38 support industries.

39
40 **Subpart (b)(xvi). Existence throughout the proposed borough of**
41 **customary and simple transportation and communication patterns.**

42
43 Juneau is the transportation and communication hub of the Chatham region.

44
45 **Subpart (b)(xvii). Extent and accommodation of spoken language**
46 **differences throughout the proposed borough.**

Spoken language differences are not evident among the communities in the region.

Subpart (b)(xviii). Coastal Resource Service Area (CRSA).

The area within the Chatham Model Borough boundaries is not in a CRSA, although Angoon and Kake have Coastal Management Districts.

Subpart (c). Copper River Basin Model Borough

The Copper River Basin Model Borough encompasses eighteen localities. These are Paxson (population 43); Tazlina (population 149); Silver Springs (population 130); Copperville (population 179); Slana (population 124); Willow Creek (population 201); Gakona (population 215); Glennallen (population 554); McCarthy (population 42); Copper Center (population 362); Gulkana (population 88); Tonsina (population 92); Kenny Lake (population 410); Chistochina (population 93); Mendeltna (population 63); Chitina (population 123); Nelchina (population 71); and Tolsana (population 27). Brief descriptions of land use and development in each of the Copper River Basin localities follows:

Subpart (c)(i). State House District

The Copper River Basin Model Borough lies within two house election districts – State House Election District 6 and State House Election District 12.

Copper River Basin Model Borough localities within State House Election District 6 include Chistochina, Chitina, Copper Center, Gakona, Gulkana, Kenny Lake, McCarthy, Slana, Tazlina, and Tonsina. House Election District 6 also extends into the Upper Tanana Basin, Yukon Flats, Yukon-Koyukuk, Iditarod, and Kuspuk regions.

Copper River Basin Model Borough localities within State House Election District 12 include Glennallen and Paxson. As noted earlier, the Prince William Sound Model Borough community of Valdez also lies within State House District 12. Other regions in that election district include the eastern half of the Matanuska-Susitna Borough, western portion of the Upper Tanana Basin Model Borough, and eastern portion of the Fairbanks North Star Borough.

Subpart (c)(ii). ANCSA Regional Native Corporation

All of the territory within the Copper River Model Borough boundaries is within Ahtna Corporation region.

Subpart (c)(iii). Regional Housing Authority.

1 The Copper River Basin Regional Housing Authority serves the communities
2 within the Copper River Basin Model Borough boundaries.

3
4 **Subpart (c)(iv). Regional Health Corporations.**

5
6 The Copper River Native Association Health Corporation, the Mt. Sanford Tribal
7 Consortium and the Copper River EMS Council serve communities within the
8 Copper River Basin Model Borough boundaries.

9
10 **Subpart (c)(v). Public Safety Service Delivery**

11
12 The Copper River Basin area is served by Alaska State Troopers' post in
13 Glennallen.

14
15 **Subpart (c)(vi) Air transportation**

16
17 There are numerous airstrips scattered throughout the western and northern
18 portions of the Copper River Basin. The eastern half of the region is dominated
19 by the Wrangell Mountains and is generally accessible by floatplane. A State-
20 owned 5,000' paved runway is available at the Gulkana Airport. The State owns
21 the Chitina Airport, with a 2,850' gravel airstrip, 5 miles north of town along the
22 Edgerton Highway. Small aircraft may land at a State-owned 2,060' turf/gravel
23 airstrip at Chistochina. Paxson Lodge owns and maintains a 2,800' gravel
24 airstrip, and float planes can land at Summit Lake.

25
26 **Subpart (c)(vii). Common major economic activity**

27
28 This element is addressed in Section B of this chapter. To avoid redundancy,
29 this will not be addressed in this portion of the report.

30
31 **Subpart (c)(viii). Racial composition of the populace**

32
33 In 2000, the population of the area within the Copper River Basin Model Borough
34 boundaries was as follows:
35

2000 Census Data

Location	Total	White	Amer. Indian/ Alaska Native
Paxson	43	43	0
Tazlina	149	103	37
Silver Springs	130	112	11
Copperville	179	138	25
Slana	124	100	19
Willow Creek	201	186	11
Gakona	215	162	26
Glennallen	554	472	28
McCarthy	42	42	0
Copper Center	362	174	169
Gulkana	88	23	63
Tonsina	92	78	9
Kenny Lake	10	339	42
Chistochina	93	33	53
Mendeltna	63	58	5
Chitina	123	63	41
Nelchina	71	64	3
Tolsana	27	23	3

Subpart (c)(ix). Historical links.

The area was originally settled by Athabaskan people. Mineral resources prompted development in the early twentieth century. Chitina and Copper Center were Athabaskan village sites that became mining camps. A trading post was established in Gakona in 1905, and telegraph stations were established at Chitochina and Gulkana in 1902-03.

Subpart (c)(x). Geographic proximity.

Most communities enjoy road access via the Glenn Highway, the Richardson Highway, the Edgerton Highway, and the Nabesna cut-off. Paxson is about 71 miles north of Glennallen on the Richardson Highway. Gulkana, Gakona, Chistochina and Slana are northeast of Glennallen. Tazlina, Copper Center, Tonsina, Kenny Lake, Lower Tonsina, Chitina and McCarthy are situated along the Richardson or Edgerton Highways south of Glennallen.

1 **Subpart (c)(xi). Dependence on a community for transportation,**
2 **entertainment, news and professional services.**

3
4 Glennallen is the region's trade and services center.

5
6 **Subpart (c)(xii). Geographical similarities.**

7
8 Most of the settlements in the region are located in the large basin formed by
9 rivers flowing from the Wrangell Mountains on the southeast, the Chugach
10 Mountains on the south and the Alaska Range to the north. The basin is from 30
11 to 40 miles wide and about 100 miles long, characterized by low rounded
12 mountains and elongated hills.

13
14 **Subpart (c)(xiii). Historical economic links.**

15
16 The region's economic history has been influenced by mining, tourism and
17 construction. The cash economy has historically been oriented toward providing
18 services to travelers, initially between Valdez and Fairbanks, and more recently
19 to users of the Glenn and Richardson Highways.

20
21 **Subpart (c)(xiv). Compatibility of urban and rural areas within the proposed**
22 **borough.**

23
24 None of the settlements in the region are incorporated as municipalities and the
25 entire area is generally rural. Subsistence activities are evident throughout the
26 region.

27
28 **Subpart (c)(xv). Compatibility of economic lifestyles, and industrial or**
29 **commercial activities.**

30
31 The region's economy is characterized by seasonal employment. Year round
32 employment is fairly limited to government, trade and service industries.

33
34 **Subpart (c)(xvi). Existence throughout the proposed borough of customary**
35 **and simple transportation and communication patterns.**

36
37 The highway system through the Copper River basin provides relatively efficient
38 access among area communities.

39
40 **Subpart (c)(xvii). Extent and accommodation of spoken language**
41 **differences throughout the proposed borough.**

42
43 Spoken language differences are not evident among the communities in the
44 region.

45
46 **Subpart (c)(xviii). Coastal Resource Service Area (CRSA).**

1
2 The area is not located in a coastal resource service area.

3
4 **Subpart (d) Glacier Bay Model Borough**

5
6 The Glacier Bay Model Borough Boundaries encompass six settlements. These
7 are Pelican (population 163); Whitestone Logging Camp (population 116);
8 Gustavus (population 429); Tenakee Springs (population 104); Hoonah
9 (population 860); Elfin Cove (population 32); and Game Creek (population 35).
10 Brief descriptions of land use and development in each of the Glacier Bay Model
11 Borough localities follows:

12
13 **Subpart (d)(i). State House District**

14
15 Much of the Glacier Bay Model Borough lies within State House Election District
16 5. That includes Gustavus, Game Creek, Hoonah, and Tenakee Springs.

17
18 House Election District 5 stretches from Prince William Sound to the southern tip
19 of the southeast Alaska panhandle (excluding areas in and around Sitka, Juneau,
20 and Ketchikan).

21
22 Other regions within the same election district include part of the Prince William
23 Sound Model Borough (excluding Valdez and Whittier), City and Borough of
24 Yakutat, Haines Borough, unorganized remnant within the model boundaries of
25 the Lynn Canal Model Borough, Chatham Model Borough, unorganized remnant
26 within the model boundaries of the City and Borough of Juneau, much of the
27 Prince of Wales Model Borough (excluding Coffman Cove, Hollis, Port
28 Alexander, and Thorne Bay), much of the unorganized remnant within the model
29 boundaries of the Ketchikan Gateway Borough, and uninhabited portions of the
30 Wrangell-Petersburg Model Borough.

31
32 Two localities in the Glacier Bay Model Borough – Elfin Cove and Pelican – lie
33 within the boundaries of State House Election District 2. Other areas in that
34 election district include the City and Borough of Sitka, inhabited portions of the
35 Wrangell-Petersburg Model Borough (Kupreanof, Petersburg, Thom's Place, and
36 Wrangell) and one locality in the Prince of Wales Model Borough (Port
37 Alexander).

38
39 **Subpart (d)(ii). ANCSA Regional Native Corporation**

40
41 All of the territory within the Glacier Bay Model Borough boundaries is within
42 Sealaska Corporation region.

43
44 **Subpart (d)(iii). Regional Housing Authority**

1 The Tlingit Haida Regional Housing Authority serves the communities within the
2 Glacier Bay Model Borough.

3
4 **Subpart (d)(iv). Regional Health Corporations**

5
6 The Southeast Alaska Regional Health Consortium Incorporated serves
7 communities within the Glacier Bay Model Borough boundaries.

8
9 **Subpart (d)(v). Public Safety Service Delivery**

10
11 The area within the Glacier Bay Model Borough boundaries is served by Alaska
12 State Troopers' post in Juneau and the Division of Fish and Wildlife Protection
13 detachment based in Juneau. The City of Hoonah has a police department.

14
15 **Subpart (d)(vi) Air transportation**

16
17 Gustavus offers a State-owned airport with jet capability and other scheduled
18 flights. The airport has a 6,700' asphalt runway and is currently undergoing
19 major improvements. Float planes land at nearby Bartlett Cove.

20
21 Hoonah is dependent on air transportation for movement of small freight and
22 passengers. The State owns and operates an airport with a 3,000' paved runway
23 and a seaplane base that are served by scheduled small aircraft from Juneau.

24
25 Pelican is dependent on float planes and the State Ferry for travel. Daily
26 scheduled air taxi services are available from Juneau and Sitka. Facilities
27 include a State-owned seaplane base, a small boat harbor, dock, and State ferry
28 terminal.

29
30 Tenakee Springs is dependent on seaplanes and the Alaska Marine Highway for
31 transport. The City owns a seaplane base and heliport, and scheduled or
32 chartered float planes are available from Juneau. Whitestone is accessed by an
33 airport and the State Ferry available at nearby Hoonah.

34
35 The Alaska Marine Highway offers ferry service to Kake and Angoon through the
36 M/V LeConte. The system links Hoonah, Pelican and Tenakee with the mainline
37 ports at Sitka and Juneau.

38
39 **Subpart (d)(vii). Common major economic activity**

40
41 This element is addressed in Section B of this chapter. To avoid redundancy,
42 this will not be addressed in this portion of the report.

43
44 **Subpart (d)(viii). Racial composition of the populace**

In 2000, the population of the area within the Glacier Bay Model Borough boundaries was as follows:

2000 Census Data

Location	Total	White	Amer. Indian/ Alaska Native
Pelican	163	118	35
Whitestone	116	107	3
Gustavus	429	383	18
Tenakee Springs	104	91	3
Hoonah	860	247	521
Elfin Cove	32	30	0
Game Creek	35	31	3

Subpart (d)(ix). Historical links

Pelican is a fishing community with a seasonal population influx of commercial fishermen and cold storage plant workers. Elfin Cove is also fishing community.

Hoonah is the largest Tlingit village in Alaska. Commercial fishing and logging have historically supported the Hoonah residents, and most residents maintain a subsistence lifestyle. Whitestone is a logging camp in close proximity to Hoonah. Children from Whitestone attend school in Hoonah.

Tenakee Springs is predominantly a retirement community and summer retreat for Juneau and Sitka residents. Many residents practice a subsistence lifestyle and actively exchange resources with their neighbors. Gustavus is primarily a "lifestyle" settlement community with a number of seasonal-use homes for Juneau residents. The nearby Glacier Bay Park is a major recreation and tourist attraction in Southeast.

Game Creek residents are members of a communal religious community called "The Farm," or "Whitestone Farms."

Subpart (d)(x). Geographic proximity

Pelican, Hoonah, Whitestone, Game Creek, Elfin Cove and Tenakee Springs are on Chichagof Island. Gustavus is on the mainland northwest of Hoonah.

Subpart (d)(xi). Dependence on a community for transportation, entertainment, news and professional services

Juneau is the nearest major city and service center for the settlements in the Glacier Bay Model Borough boundaries.

1
2 **Subpart (d)(xii). Geographical similarities**

3
4 All of the communities are coastal settlements.
5

6 **Subpart (d)(xiii). Historical economic links**

7
8 The region is relatively diverse. Gustavus and the City of Tenakee Springs are
9 residential/recreational communities. The City of Hoonah is a historic Tlingit
10 village. Pelican is a fishing and fish processing community. Whitestone is a
11 logging camp and Game Creek is a religious commune.
12

13 **Subpart (d)(xiv). Compatibility of urban and rural areas within the proposed**
14 **borough**

15
16 All of the communities in the Glacier Bay Model Borough boundaries area are
17 rural. Subsistence activities are evident throughout the region.
18

19 **Subpart (d)(xv). Compatibility of economic lifestyles, and industrial or**
20 **commercial activities**

21
22 Economic lifestyles in the region are relatively diverse. [(See (d)(xiii).]
23

24 **Subpart (d)(xvi). Existence throughout the proposed borough of**
25 **customary and simple transportation and communication patterns**

26
27 Access between Hoonah and Whitestone Logging Camp simple and customary.
28 Hoonah residents have historically utilized the Glacier Bay area around
29 Gustavus.
30

31 **Subpart (d)(xvii). Extent and accommodation of spoken language**
32 **differences throughout the proposed borough**

33
34 Spoken language differences are not evident among the communities in the
35 region.
36

37 **Subpart (d)(xviii). Coastal Resource Service Area (CRSA)**

38
39 The area is not in a coastal resource service area, but Hoonah and Pelican are
40 coastal management districts.
41

42 **Subpart (e). Prince of Wales Model Borough**

43
44 The Prince of Wales Model Borough Model Borough boundaries encompass
45 thirteen localities. These are Edna Bay (population 49); Whale Pass (population
46 58); Coffman Cove (population 199); Thorne Bay (population 557); Craig

(population 1,397); Kasaan (population 39); Hollis (population 139); Naukati Bay (population 135); Port Alexander (population 81); Klawock (population 854); Point Baker (population 35); Port Protection (population 63); and Hydaburg (population 382).

Subpart (e)(i). State House District

Most of the Prince of Wales Model Borough localities lie within State House Election District 5. Those include Craig, Edna Bay, Hydaburg, Kasaan, Klawock, Naukati Bay, Point Baker, Port Protection, and Whale Pass.

As noted above, House Election District 5 stretches from Prince William Sound to the southern tip of the southeast Alaska panhandle (excluding areas in and around Sitka, Juneau, and Ketchikan).

Other regions within the same election district include part of the Prince William Sound Model Borough (excluding Valdez and Whittier), City and Borough of Yakutat, Haines Borough, unorganized remnant within the model boundaries of the Lynn Canal Model Borough, the Glacier Bay Model Borough localities of Gustavus, Game Creek, Hoonah, and Tenakee Springs, Chatham Model Borough, unorganized remnant within the model boundaries of the City and Borough of Juneau, much of the unorganized remnant within the model boundaries of the Ketchikan Gateway Borough, and uninhabited portions of the Wrangell-Petersburg Model Borough.

Three localities in the Prince of Wales Model Borough – Coffman Cove, Hollis, and Thorne Bay – lie within the boundaries of State House Election District 1. That district also encompasses the Ketchikan Gateway Borough and Meyers Chuck, which is located in the unorganized remnant within the model boundaries of the Ketchikan Gateway Borough.

One locality in the Prince of Wales Model Borough – Port Alexander – lies within the boundaries of State House Election District 2. Other areas within that election district include two localities in the Glacier Bay Model Borough (Elfin Cove and Pelican), the City and Borough of Sitka, and inhabited portions of the Wrangell-Petersburg Model Borough (Kupreanof, Petersburg, Thom’s Place, and Wrangell).

Subpart (e)(ii). ANCSA Regional Native Corporation

All of the territory within the Prince of Wales Island Model Borough boundaries is within Sealaska Corporation region.

Subpart (e)(iii). Regional Housing Authority

1 The Tlingit Haida Regional Housing Authority serves the communities within the
2 Prince of Wales Island Model Borough boundaries.

3
4 **Subpart (a)(iv). Regional Health Corporations**

5
6 The Southeast Alaska Regional Health Consortium Incorporated serves
7 communities within the Prince of Wales Island Model Borough boundaries.

8
9 **Subpart (e)(v). Public Safety Service Delivery**

10
11 The Prince of Wales Island Model Borough boundaries area is served by Alaska
12 State Troopers' post in Klawock. The City of Craig and the City of Klawock have
13 municipal police departments.

14
15 **Subpart (e)(vi) Air and water transportation**

16
17 The island has roughly 1,500 miles of roads, most of them logging roads. Paved
18 or gravel highways connect the island's larger communities of Craig, Klawock,
19 Hydaburg, Thorne Bay and Kasaan. The Inter-Island Ferry Authority provides
20 daily ferry service between Ketchikan and Hollis. The only airstrip on Prince of
21 Wales Island is located at Klawock, with a 5,000' paved runway. .Scheduled air
22 transportation to Ketchikan is available from the Klawock airport. A State-owned
23 seaplane base at Klawock Inlet and a U.S. Coast Guard heliport are maintained
24 in Craig.

25
26 The State owns and operates a seaplane base in Hydaburg, with a FAA-
27 designated approach. Scheduled flights from Hydaburg connect in Ketchikan.

28
29 Kasaan can be accessed by float plane and boat. A State-owned seaplane base
30 accommodates charter flights and air freight services from Ketchikan.
31 Point Baker is accessible by float plane, helicopter, barge and skiff. A State-
32 owned seaplane base and heliport serves chartered flights from Ketchikan. The
33 community has a dock and boat harbor.

34
35 The Alaska State Ferry System is accessible from Hollis. Float planes and boats
36 are also prevalent means of transportation. The Whale Pass Homeowner's
37 Assoc. operates the State-owned seaplane base, dock and boat slips.

38
39 **Subpart (e)(vii). Common major economic activity**

40
41 This element is addressed in Section B of this chapter. To avoid redundancy,
42 this will not be addressed in this portion of the report.

43
44 **Subpart (e)(viii). Racial composition of the populace**

1 In 2000, the population of the area within the Glacier Bay Model Borough
2 boundaries was as follows:
3

Location	Total	White	American Indian / Alaska Native
Edna Bay	49	49	0
Whale Pass	58	56	2
Coffman Cove	199	181	12
Thorne Bay	557	515	16
Craig	1,397	937	303
Kasaan	39	24	19
Hollis	139	127	7
Naukati Bay	135	117	13
Port Alexander	81	68	4
Klawock	854	350	435
Point Baker	35	32	1
Port Protection	63	55	7
Hydaburg	382	36	325

4
5 **Subpart (e)(ix). Historical links**
6

7 Tlingit and Haida Indians utilized the Craig, area which was originally called Fish
8 Egg Island, to harvest herring roe in the spring and later they set up a temporary
9 fish camp.

10
11 A cannery was established in Klawock in 1878 and a cannery was established in
12 Craig in 1908. Ketchikan Pulp Mill began large scale operations during the
13 1950's and roads and camps developed by that enterprise became the basis for
14 the current Prince of Wales road network and present settlements, including the
15 City of Thorne Bay and the City of Coffman Cove.
16

17
18 **Subpart (e)(x). Geographic proximity**
19

20 All of the communities in the Prince of Wales Island Model Borough boundaries
21 are on Prince of Wales Island, with the exception of Port Alexander, which is
22 located on Baranof Island.
23

24 **Subpart (e)(xi). Dependence on a community for transportation,**
25 **entertainment, news and professional services.**
26

1 Ketchikan is the nearest major city and service center for the settlements in the
2 Prince of Wales Island Model Borough boundaries.

3
4 **Subpart (e)(xii). Geographical similarities**

5
6 The communities within the Prince of Wales Model Borough boundaries share
7 attributes. Hatcheries in all communities provide for jobs and help stabilize the
8 fishing economy. Craig serves as a transportation center for the island.

9
10 **Subpart (e)(xiii). Historical economic links**

11
12 Many of the newer communities on Prince of Wales Island were established as
13 Ketchikan Pulp Company logging camps and the road network on the island was
14 largely constructed with federal timber road credits.

15
16 **Subpart (e)(xiv). Compatibility of urban and rural areas within the proposed
17 borough.**

18
19 All of the communities in the Prince of Wales Model Borough boundaries area
20 are largely rural. Subsistence activities are evident throughout the region.

21
22 **Subpart (e)(xv). Compatibility of economic lifestyles, and industrial or
23 commercial activities.**

24
25 Economic lifestyles in the region are relatively diverse. [(See (e)(xiii).]

26
27 **Subpart (e)(xvi). Existence throughout the proposed borough of customary
28 and simple transportation and communication patterns.**

29
30 Prince of Wales Island communities rely heavily on the Alaska Marine Highway
31 System for transportation and marine barges for freight. There is an extensive
32 road system that connects island communities to each other and to air and
33 marine transportation facilities.

34
35 **Subpart (e)(xvii). Extent and accommodation of spoken language
36 differences throughout the proposed borough.**

37
38 Spoken language differences are not evident among the communities in the
39 region.

40
41 **Subpart (e)(xviii). Coastal Resource Service Area (CRSA).**

42 The area is not in a coastal resource service area, but Craig, Hydaburg, Klawock
43 and Thorne Bay are coastal management districts.

44
45 **Subpart (f). Prince William Sound Model Borough**

1 The Prince William Sound Model Borough boundaries encompass five
2 settlements. These are Valdez (population 4,336); Whittier (population 182);
3 Cordova (population 2,454); Chenega Bay (population 86); and Tatitlek
4 (population 107).

5
6 **Subpart (f)(i). State House District.**
7

8 The Prince William Sound Model Borough communities of Cordova, Chenega
9 Bay, and Tatitlek lie within State House District 5.

10
11 As noted above, House Election District 5 stretches from Prince William Sound to
12 the southern tip of the southeast Alaska panhandle (excluding areas in and
13 around Sitka, Juneau, and Ketchikan). Beyond the Prince William Sound Model
14 Borough, the district includes four localities in the Glacier Bay Model Borough
15 (Gustavus, Game Creek, Hoonah, and Tenakee Springs), City and Borough of
16 Yakutat, Haines Borough, unorganized remnant within the model boundaries of
17 the Lynn Canal Model Borough, Chatham Model Borough, unorganized remnant
18 within the model boundaries of the City and Borough of Juneau, much of the
19 Prince of Wales Model Borough (excluding Coffman Cove, Hollis, Port
20 Alexander, and Thorne Bay), much of the unorganized remnant within the model
21 boundaries of the Ketchikan Gateway Borough, and uninhabited portions of the
22 Wrangell-Petersburg Model Borough.

23
24 The Prince William Sound community of Valdez lies within State House District
25 12. Other regions in that election district include the eastern half of the
26 Matanuska-Susitna Borough, western portion of the Copper River Basin Model
27 Borough, western portion of the Upper Tanana Basin Model Borough, and
28 eastern portion of the Fairbanks North Star Borough.

29
30 The Prince William Sound community of Whittier lies within State House District
31 32. That same election district encompasses the southern portion of the
32 Municipality of Anchorage and the northern portion of the Kenai Peninsula
33 Borough.

34
35 **Subpart (f)(ii). ANCSA Regional Native Corporation**
36

37 All of the territory within the Prince William Sound Model Borough boundaries is
38 within Chugach Corporation region.

39
40 **Subpart (f)(iii). Regional Housing Authority**
41

42 The North Pacific Rim Regional Housing Authority serves the communities within
43 the Prince William Sound Model Borough boundaries.

44
45 **Subpart (f)(iv). Regional Health Corporation**
46

1 The Chugachmiut Corporation serves communities within the Prince William
2 Sound Model Borough boundaries.

3
4 **Subpart (f)(v). Public Safety Service Delivery**
5

6 The Prince William Sound Model Borough boundaries area is served by Alaska
7 State Troopers' posts in Valdez and Cordova. The Cities of Valdez, Whittier and
8 Cordova all have municipal police departments.

9
10 **Subpart (f) (vi) Air and water transportation**
11

12 The Richardson Highway connects Valdez to Anchorage, Fairbanks and Canada.
13 Port Valdez is ice-free year round and is navigated by hundreds of ocean-going
14 oil cargo vessels each year. The State Ferry provides transport to Whittier,
15 Cordova, Kodiak and Seward.

16
17 Whittier has an ice-free port and a 70' city dock. A small boat harbor has slips for
18 360 fishing, recreation and charter vessels. It is served by road, rail, the state
19 ferry, boat and aircraft.

20
21 Chenega has a small boat harbor and dock. A new 3,000' gravel runway and
22 float plane landing area are available. Scheduled and chartered flights depart
23 from Cordova, Valdez, Anchorage and Seward.

24
25 Cordova offers an airport, harbor, dock and a State Ferry landing. It is linked
26 directly to the North Pacific Ocean shipping lanes through the Gulf of Alaska. It
27 receives year-round barge services and State Ferry service. The Merle K.
28 "Mudhole" Smith Airport at mile 13 is State-owned.

29
30 **Subpart (f)(vii). Common major economic activity**
31

32 This element is addressed in Section B of this chapter. To avoid redundancy,
33 this will not be addressed in this portion of the report.

34
35 **Subpart (f)(viii). Racial composition of the populace**
36

37 In 2000, the population of the area within the Prince William Sound Model
38 Borough boundaries was as follows:

1

Location	Total	White	American Indian/Alaska Native
Valdez	4,336	3,375	290
Whittier	182	144	10
Cordova	2,454	1,745	254
Chenega Bay	19	63	86
Tatitlek	107	15	90

2

3

4 **Subpart (f)(ix). Geographic proximity.**

5

6 All of the communities within the Prince William Sound Model Borough
7 boundaries are located on Prince William Sound.

8

9 **Subpart (f)(x). Dependence on a community for transportation,
10 entertainment, news and professional services.**

11

12 Whittier has strong transportation links to Anchorage. Valdez is accessible to
13 Alaska's road network. Cordova does not have road access to the state's
14 highway network, but is linked to Valdez and Cordova via the Alaska Marine
15 Highway System.

16

17 **Subpart (f)(xi). Geographical similarities.**

18

19 All of the communities are coastal settlements with vital interests tied to Prince
20 William Sound.

21

22 **Subpart (f)(xii). Historical economic links.**

23

24 The region is relatively diverse. Valdez is Alaska's major oil port. The City of
25 Cordova's economy has historically been based on fishing. Whittier was
26 established as a military facility and has developed a local economy based upon
27 the Alaska Railroad and Whittier's deep water port.

28

29 **Subpart (f)(xiii). Compatibility of urban and rural areas within the proposed
30 borough.**

31

32 Chenega and Tatitlek are subsistence-based villages. Cordova, Valdez and
33 Whittier have diversified economies involving commercial transportation,
34 commercial fishing and tourism.

35

36 **Subpart (f)(xiv). Compatibility of economic lifestyles, and industrial or
37 commercial activities.**

Economic lifestyles in the region are relatively diverse. [(See (f)(xiii).]

Subpart (f)(xv). Existence throughout the proposed borough of customary and simple transportation and communication patterns.

The Alaska Marine Highway system facilitates access among communities within the Prince William Sound Model Borough boundaries.

Subpart (f)(xvi). Extent and accommodation of spoken language differences throughout the proposed borough.

Spoken language differences are not evident among the communities in the region.

Subpart (f)(xvii). Coastal Resource Service Area. (CRSA).

The area is not in a coastal resource service area, but the City of Valdez, the City of Whittier, and the City of Cordova have coastal management districts.

Subpart (g). Upper Tanana Model Borough

The Upper Tanana Basin Model Borough Boundaries encompass nineteen settlements. These include Chicken (population 17); Alcan Border (population 21); Eagle (population 129); Dot Lake (population 19); Delta Junction (population 840); Tok (population 1,393); Deltana (population 1,570); Healy Lake (population 37); Northway Junction (population 72); Northway (population 95); Big Delta (population 749); Eagle Village (population 68); Fort Greely (population 461); Mentasta Lake (population 142); Northway Village (population 107); Tanacross (population 140); Dry Creek (population 128); Dot Lake Village (population 38); and Dot Lake (population 19).

Subpart (g)(i). State House District

The Upper Tanana Basin Model Borough lies within portions of two house election districts – State House Election District 6 and State House Election District 12.

Upper Tanana Basin Model Borough localities within State House Election District 6 include Chicken, Deltana, Dot Lake, Dry Creek, Eagle, Fort Greely, Healy Lake, Mentasta Lake, Northway, Tnancross, Tetlin, and Tok. House Election District 6 also includes portions of the Copper River Basin Model Borough. The same district extends into the Yukon-Flats, Yukon-Koyukuk, Iditarod, and Kuspuk regions.

1 Upper Tanana Basin Model Borough localities within State House Election
2 District 12 include Big Delta and Delta Junction. The Prince William Sound Model
3 Borough community of Valdez also lies within State House District 12. Other
4 regions in that election district include the eastern half of the Matanuska-Susitna
5 Borough, western portion of the Upper Tanana Basin Model Borough, and
6 eastern portion of the Fairbanks North Star Borough.

7
8 **Subpart (g) (ii). ANCSA Regional Native Corporation**

9
10 All of the territory within the Upper Tanana Model Borough boundaries is within
11 Doyon Corporation region, with the exception of Mentasta Lake. Mentasta Lake
12 lies within the boundaries of the Ahtna region.

13
14 **Subpart (g) (iii). Regional Housing Authority**

15
16 The Tanana Chiefs Conference Housing Authority serves the communities within
17 the Upper Tanana Model Borough.

18
19 **Subpart (g) (iv). Regional Health Corporations.**

20
21 The Tanana Chiefs Incorporated serves communities within the Upper Tanana
22 Model Borough boundaries.

23
24 **Subpart (g) (v). Public Safety Service Delivery**

25
26 The area within the Upper Tanana Model Borough Boundaries is served by
27 Alaska State Troopers' posts based in Delta Junction and Tok.

28
29 **Subpart (g) (vi).** Air transportation. The City of Delta Junction Airport offers a
30 2,400' gravel airstrip with a 1,600' crosswind strip. Charter flight services are
31 available. Big Delta is on the Richardson Highway. An airstrip is available
32 nearby at Delta Junction for chartered or private aircraft. At the City of Eagle,
33 State-owned 4,500' gravel airstrip is available. There is a State-owned 5,100'
34 asphalt runway at Northway, with an FAA station and U.S. Customs office.

35
36 **Subpart (g) (vii). Common major economic activity.**

37
38 This element is addressed in Section B of this chapter. To avoid redundancy,
39 this will not be addressed in this portion of the report.

40
41 **Subpart (g)(viii). Racial composition of the populace.**

42 In 2000, the population of the area within the Upper Tanana Model Borough
43 boundaries was as follows:

1

Location	total	White	Alaska Native
Chicken	17	17	-
Alcan Border	21	14	5
Eagle	129	120	8
Dot Lake	19	19	-
Delta Junction	840	768	34
Tok	1,393	1,087	179
Deltana	1,570	1,438	14
Healy Lake	37	10	27
Northway Junction	72	30	35
Northway	95	17	68
Big Delta	749	715	11
Eagle Village	68	38	30
Fort Greely	461	303	6
Mentasta Lake	142	41	89
Northway Village	107	2	96
Tanacross	140	12	124
Dry Creek	128	128	-
Dot Lake Village	38	9	22
Dot Lake	19	16	-

22

23

24 **Subpart (g)(ix). Historical links.** Settlements in the area within the Upper
 25 Tanana Model Borough boundaries are generally located at historical
 26 Athabascan village sites and along transportation routes forged by nineteenth
 27 century mineral prospectors.

28

29 **Subpart (g)(x). Geographic proximity.** The region extends from the Canadian
 30 Border west to the boundaries of the Fairbanks North Star Borough.

31

32 **Subpart (g)(xi). Dependence on a community for transportation,**
 33 **entertainment, news and professional services.** Tok and Delta Junction are
 34 sub-regional hubs for communities within the region.

35

36 **Subpart (g)(xii). Geographical similarities.** Communities in the area
 37 encompassed by the Upper Tanana Model Borough boundaries are located
 38 along the Alaska, Taylor, and Richardson Highways.

39

40 **Subpart (g)(xiii). Historical economic links.** Transportation routes through
 41 the region have contributed to shared economic history among Upper Tanana
 42 communities.

43

44 **Subpart (g) (xiv). Compatibility of urban and rural areas within the proposed**
 45 **borough.** Fairbanks is the nearest metropolitan area.

Subpart (g)(xv). compatibility of economic lifestyles, and industrial or commercial activities. The economies of Upper Tanana communities are based upon government, tourism, and support industries.

Subpart (g)(xvi). Existence throughout the proposed borough of customary and simple transportation and communication patterns. The Alaska, Taylor, and Richardson Highways provide the transportation and communication network of the Upper Tanana region.

Subpart (g)(xvii). Extent and accommodation of spoken language differences throughout the proposed borough. Spoken language differences are not evident among the communities in the region.

Subpart (g)(xviii). Coastal Resource Service Area. (CRSA).
The area within the Upper Tanana Model Borough boundaries is not in a CRSA.

Subpart (h). Wrangell-Petersburg Model Borough.

The Wrangell-Petersburg Model Borough encompasses four localities. These are Kupreanof (population 23); Petersburg (population 3,224); Wrangell (population 2,308); and Thom's Place (population 22). A brief description social, cultural and economic ties between each of those localities follows:

Subpart (h)(i). State House District

All four localities in the Wrangell-Petersburg Model Borough (Kupreanof, Petersburg, Thom's Place, and Wrangell) lie within the boundaries of State House Election District 2. Other areas within that same election district include two localities in the Glacier Bay Model Borough (Elfin Cove and Pelican), the City and Borough of Sitka, and one locality in the Wrangell-Petersburg Model Borough (Port Alexander)

Subpart (h)(ii). ANCSA Regional Native Corporation

All of the territory within the Wrangell-Petersburg Island Model Borough boundaries is within Sealaska Corporation region.

Subpart (h)(iii). Regional Housing Authority

The Tlingit Haida Regional Housing Authority serves the communities within the Wrangell-Petersburg Island Model Borough boundaries.

Subpart (h)(iv). Regional Health Corporations.

The Southeast Alaska Regional Health Consortium Incorporated serves communities within the Prince of Wales Island Model Borough boundaries.

Subpart (h)(v). Public Safety Service Delivery

The Wrangell-Petersburg Model Borough boundaries area is served by Alaska State Troopers' posts in Wrangell and Petersburg. The City of Wrangell and the City of Petersburg have municipal police departments.

Subpart (h)(vi) Air and water transportation.

Petersburg is accessed by air and water. It is on the mainline State ferry route. The State-owned James A. Johnson Airport and Lloyd R. Roundtree Seaplane Base (on the Wrangell Narrows) allow for scheduled jet and float plane services. The Alaska Marine Highway system, barge and chartered air service also provide transportation links.

Wrangell is accessible by air and water. The State-owned 6,000' paved lighted runway enables jet service. A seaplane base is adjacent to the runway. Scheduled air taxi services are also available. The marine facilities include a breakwater and deep draft moorage.

Thom's Place is connected by road to Wrangell. Residents have access to Wrangell's airport, seaplane base, State Ferry service, and port with moorage.

Subpart (h)(vii). Common major economic activity.

This element is addressed in Section B of this chapter. To avoid redundancy, this will not be addressed in this portion of the report.

Subpart (h)(viii). Racial composition of the populace.

In 2000, the population of the area within the Wrangell-Petersburg Model Borough boundaries was as follows:

<i>Indian/</i>			
<i>Location</i>	<i>total</i>	<i>White</i>	<i>Ak Native</i>
Wrangell	2,308	1,696	358
Petersburg	3,224	2,632	232
Thom's Place	22	19	3
Kupreanof	22	21	-

Subpart (h)(ix). Geographic proximity. Petersburg is on Mitkof Island and Wrangell is located on the northern tip of Wrangell Island, near the mouth of the Stikine River.

1 **Subpart (h)(x). Dependence on a community for transportation,**
2 **entertainment, news and professional services.** Wrangell and Petersburg
3 serve as transportation and service centers for the communities of Thoms' Place
4 and Kupreanof.

5
6 **Subpart (h)(xi). Geographical similarities.** The communities within the
7 Wrangell-Petersburg Model Borough boundaries share attributes in that all are
8 coastal communities. However, Wrangell's geography is tiedl to the nearby
9 Stikine River, a historic trade route to the Canadian Interior.

10
11 **Subpart (h)(xii). Historical economic links.** The timber industry was an
12 important mainstay of the Wrangell economy. However, the Alaska Pulp Co. of
13 Wrangell closed down in 1994.

14
15 Petersburg's economy has been based on commercial fishing and timber
16 harvests. Petersburg is one of the top-ranking fishing ports in the U.S. for the
17 quality and value of fish landed. In 2000, gross fishing revenues of residents
18 reached nearly \$22 million.

19
20 **Subpart (h)(xiii). Compatibility of urban and rural areas within the proposed**
21 **borough.** The unincorporated community of Thom's place is linked by road to
22 Wrangell. The City of Kupreanof is proximate to the City of Petersburg and
23 residents of Kupreanof are dependent upon Petersburg for goods and services.

24
25 **Subpart (h)(xiv). Compatibility of economic lifestyles, and industrial or**
26 **commercial activities.** Economic lifestyles in the region are relatively diverse.
27 [(See (e)(xiii)]

28
29 **Subpart (h)(xv). Existence throughout the proposed borough of customary**
30 **and simple transportation and communication patterns.** Wrangell-Petersburg
31 communities rely heavily on the Alaska Marine Highway System for
32 transportation and marine barges for freight.

33
34 **Subpart (h)(xvi). Extent and accommodation of spoken language**
35 **differences throughout the proposed borough.** Spoken language differences
36 are not evident among the communities in the region.

37
38 **Subpart (h)(xvii). Coastal Resource Service Area. (CRSA).**
39 The area is not in a coastal resource service area, but Wrangell and Petersburg
40 are coastal management districts.

41 42 43 **Part 2. Multiple Communities**

44
45 State law (3 AAC 110.040(b)) establishes a formal presumption that a region
46 must encompass multiple communities in order to meet the standards for

1 borough incorporation.²⁸ This part of the report addresses the number of
2 communities in each of the eight unorganized areas under review.

3
4 For purposes of the Local Boundary Commission, the term “community” is
5 defined in 3 AAC 110.990(5) as “a social unit comprised of 25 or more
6 permanent residents as determined under 3 AAC 110.920.”²⁹

7
8 By law, any city government is a community.³⁰ The legislature has also defined
9 an unincorporated community in the unorganized borough for purposes of State
10 revenue sharing. Specifically, AS 29.60.140(b) provides that, “‘unincorporated
11 community’ means a place in the unorganized borough that is not incorporated
12 as a city and in which 25 or more persons reside as a social unit.” DCED has
13 adopted a definition of “social unit” in 3 AAC 130.093 which is similar to the
14 definition adopted by the Commission under 3 AAC 110.920.³¹

²⁸ 3 AAC 110.045(b) states, “Absent a specific and persuasive showing to the contrary, the commission will presume that a sufficient level of interrelationship cannot exist unless there are at least two communities in the proposed borough.”

²⁹ 3 AAC 110.920 states as follows:

(a) In determining whether a settlement comprises a community, the commission may consider relevant factors, including whether the

(1) settlement is inhabited by at least 25 individuals;

(2) inhabitants reside permanently in a close geographical proximity that allows frequent personal contacts and comprise a population density that is characteristic of neighborhood living; and

(3) inhabitants residing permanently at a location are a discrete and identifiable social unit, as indicated by such factors as school enrollment, number of sources of employment, voter registration, precinct boundaries, permanency of dwelling units, and the number of commercial establishments and other service centers.

(b) Absent a specific and persuasive showing to the contrary, the commission will presume that a population does not constitute a community if

(1) public access to or the right to reside at the location of the population is restricted;

(2) the population is adjacent to a community and is dependent upon that community for its existence; or

(3) the location of the population is provided by an employer and is occupied as a condition of employment primarily by persons who do not consider the place to be their permanent residence.

³⁰ See AS 29.05.011, AS 29.05.021, 3 AAC 110.005, and Chapter 2 of this report.

³¹ 3 AAC 130.093 provides as follows:

(a) Persons residing in a place in the unorganized borough are considered to be a social unit for the purposes of state aid to unincorporated communities under AS 29.60.140 if the following criteria are met:

(1) the geographic area in which the persons reside is not disproportionate in size to that number of persons; in determining whether this standard has been met the director will consider the physical topography of the area, the use of the land, land ownership patterns, and other factors that could affect population density; an area with a

1
2 An unincorporated community in the unorganized borough that is eligible for
3 State revenue sharing is also qualified to received capital matching grants under
4 AS 37.06.020(b) and 3 AAC 155.160(6).

5
6 The following classifies the communities and settlements in each of the eight
7 unorganized areas under review according to whether they are (1) incorporated
8 city governments, (2) unincorporated communities qualified to receive State
9 revenue sharing and capital matching grants, or (3) other localities.

10 11 **Subpart (a). Aleutians West Model Borough**

12 The Aleutians West Model Borough encompasses three city governments and
13 one formally recognized unincorporated community. Thus, the region contains
14 multiple communities in satisfaction of the standard set out in 3 AAC 110.040(b).
15 Those communities and other localities are listed below.

16 17 **Incorporated City Governments**

- 18 • City of Adak (second class city); population: 316
- 19 • City of Atka (second class city), population: 92
- 20 • City of Unalaska (first class city); population: 4,283

21 22 **Unincorporated Communities Qualified to Receive State Revenue Sharing** 23 **and Capital Matching Grants**

- 24 • Nikolski; population: 39

25 26 **Other Localities**

- 27 • Attu Station; population: 20
 - 28 • Shemya; population: 27
- 29

population density of at least 14 persons per square mile is considered to have met this standard;

(2) persons residing in that area are a discrete and identifiable unit in determining whether this standard has been met, the director will consider school enrollment, sources of employment, voter registration, and the permanency of dwelling units; if the area has at least one commercial establishment, and if persons residing in the area do so in permanent dwelling units and their children are enrolled in an operating school in or near the area, this standard is considered to have been met.

(b) Persons residing in the following places in the unorganized borough are not considered to be a social unit for purposes of eligibility for an entitlement under AS 29.60.140 :

(1) a place where public access is restricted, including restrictions on the right to move to the place and reside there;

(2) a place that is contiguous to a municipality and is dependent upon the municipality to the extent that it exists only because the municipality exists;

(3) a place provided by an employer which is populated totally by persons who are required to reside there as a condition of their employment and who do not consider the place to be their permanent place of residence.

1 **Subpart (b). Chatham Model Borough**

2 The Chatham Model Borough encompasses two city governments and Cube
3 Cove, which was recognized as an unincorporated community in the 2000
4 census. However, since the census, the Cube Cove logging camp was closed.
5 However, the region still contains multiple communities in satisfaction of the
6 standard set out in 3 AAC 110.040(b). Those communities and other locality are
7 listed below.

8
9 **Incorporated City Governments**

- 10 • Angoon; (second class city) population: 572
11 • Kake; (first class city) population: 710
12

13 **Other Localities**

- 14 • Cube Cove; population: 72 (logging camp closed following 2000 census)
15

16 **Subpart (c). Copper River Basin Model Borough**

17 The Copper River Basin Model Borough encompasses thirteen formally
18 recognized unincorporated communities.³² Thus, the region contains multiple
19 communities in satisfaction of the standard set out in 3 AAC 110.040(b). Those
20 communities and other localities are listed below.
21

22 **Unincorporated Communities Qualified to Receive State Revenue Sharing**
23 **and Capital Matching Grants.**

- 24 • Chistochina; population: 93
25 • Chitina; population: 123
26 • Gakona; population: 215
27 • Glennallen; population: 554
28 • Gulkana; population: 88
29 • Kenny Lake; population: 410
30 • McCarthy; population: 42
31 • Nelchina/Mendeltna; population: 134
32 • Paxson; population: 43
33 • Silver Springs; population: 130
34 • Slana; population: 124
35 • Tazlina; population: 149
36 • Tolsona; population: 27
37

38 **Other Localities**

- 39 • Copper Center; population: 362
40 • Copperville; population: 179
41 • Tonsina; population: 92
42 • Willow Creek; population: 201
43

³² Nelchina and Mendeltna are considered one community for purposes of the State Revenue Sharing program. Nelchina has 63 residents and Meneltna has 71.

1 **Subpart (d). Glacier Bay Model Borough**

2 The Glacier Bay Model Borough encompasses three city governments and two
3 formally recognized unincorporated communities. Thus, the region contains
4 multiple communities in satisfaction of the standard set out in 3 AAC 110.040(b).
5 Those communities and other localities are listed below.
6

7 **Incorporated City Governments**

- 8 • Hoonah; (first class city) population: 860
- 9 • Pelican; (first class city) population: 163
- 10 • Tenakee Springs; (second class city) population: 104

11
12 **Unincorporated Communities Qualified to Receive State Revenue Sharing**
13 **and Capital Matching Grants**

- 14 • Elfin Cove; population: 32
- 15 • Gustavus; population: 429

16
17 **Other Localities**

- 18 • Game Creek; population: 35
- 19 • Whitestone Logging Camp; population: 116

20
21 **Subpart (e). Prince of Wales Model Borough**

22 The Prince of Wales Model Borough encompasses seven city governments and
23 six formally recognized unincorporated communities. Thus, the region contains
24 multiple communities in satisfaction of the standard set out in 3 AAC 110.040(b).
25 Those communities and other localities are listed below.
26

27 **Incorporated City Governments**

- 28 • Coffman Cove; (second class city) population: 199
- 29 • Craig; (first class city) population: 1,397
- 30 • Hydaburg; (first class city) population: 382
- 31 • Kasaan; (second class city) population: 39
- 32 • Klawock; (first class city) population: 854
- 33 • Port Alexander; (second class city) population: 81
- 34 • Thorne Bay; (second class city) population: 557

35
36 **Unincorporated Communities Qualified to Receive State Revenue Sharing**
37 **and Capital Matching Grants.**

- 38 • Edna Bay; population: 49
- 39 • Hollis; population: 139
- 40 • Naukati Bay; population: 135
- 41 • Point Baker; population: 35
- 42 • Port Protection; population: 63
- 43 • Whale Pass; population: 58

1 **Subpart (f). Prince William Sound Model Borough**

2 The Prince William Sound Model Borough encompasses three city governments
3 and two formally recognized unincorporated communities. Thus, the region
4 contains multiple communities in satisfaction of the standard set out in 3 AAC
5 110.040(b). Those communities and other localities are listed below.
6

7 **Incorporated City Governments**

- 8 • Cordova; (home rule city) population: 2,454
- 9 • Valdez; (home rule city) population: 4,036
- 10 • Whittier; (second class city) population: 182

11
12 **Unincorporated Communities Qualified to Receive State Revenue Sharing**
13 **and Capital Matching Grants**

- 14 • Chenega Bay; population: 86
- 15 • Tatitlek; population: 107

16
17 **Subpart (g). Upper Tanana Basin Model Borough**

18 The Upper Tanana Basin Model Borough encompasses two city governments
19 and ten formally recognized unincorporated communities. Thus, the region
20 contains multiple communities in satisfaction of the standard set out in 3 AAC
21 110.040(b). Those communities and other localities are listed below.
22

23 **Incorporated City Governments**

- 24 • Delta Junction; (second class city) population: 840
- 25 • Eagle; (second class city) population: 129

26
27 **Unincorporated Communities Qualified to Receive State Revenue Sharing**
28 **and Capital Matching Grants**

- 29 • Deltana³³; population: 1,570
- 30 • Dot Lake Village; population: 38
- 31 • Dry Creek; population: 128
- 32 • Eagle Village; population: 68
- 33 • Healy Lake; population: 37
- 34 • Mentasta Lake; population: 142
- 35 • Northway; population: 95
- 36 • Tanacross; population: 140
- 37 • Tetlin; population: 117
- 38 • Tok; population: 1,393

39
40 **Other Localities**

- 41 • Alcan Border; population: 21
- 42 • Big Delta; population: 749

³³ Deltana is a state revenue sharing recipient. However, although its sprawling, loosely defined, boundaries suggest an organization that is more regional in nature than a discreet community.

- Chicken; population: 17
- Dot Lake; population: 19
- Fort Greely; population: 461
- Northway Junction; population: 72
- Northway Village; population: 107

Subpart (h). Wrangell Petersburg Model Borough

The Wrangell Petersburg Model Borough encompasses three city governments. Thus, the region contains multiple communities in satisfaction of the standard set out in 3 AAC 110.040(b). Those cities and the other locality are listed below.

Incorporated City Governments

- Kupreanof; (second class city) population: 23
- Petersburg; (home rule city) population: 3,224
- Wrangell; (home rule city) population: 2,308

Other Locality

- Thom's Place; population: 22

Part 3. Communications and Exchange

As indicated in Chapter 2, the borough standards established in law (AS 29.05.031(a)(4) and 3 AAC 110.045(c)-(d)) require that the communications media and the land, water, and air transportation facilities in a region must allow for the level of communications and exchange necessary to develop an integrated borough government.³⁴

³⁴ AS 29.05.031(a)(4) states. "An area that meets the following standards may incorporate as a home rule, first class, or second class borough, or as a unified municipality:... (4) land, water, and air transportation facilities allow the communication and exchange necessary for the development of integrated borough government." 3 AAC 110.045(c) provides that, "The communications media and the land, water, and air transportation facilities throughout the proposed borough must allow for the level of communications and exchange necessary to develop an integrated borough government. In this regard, the commission may consider relevant factors, including (1) transportation schedules and costs; (2) geographical and climatic impediments; (3) telephonic and teleconferencing facilities; and (4) electronic media for use by the public." Lastly, 3 AAC 110.045(d) provides that, "Absent a specific and persuasive showing to the contrary, the commission will presume that communications and exchange patterns are insufficient unless all communities within a proposed borough are connected to the seat of the proposed borough by a public roadway, regular scheduled airline flights on at least a weekly basis, regular ferry service on at least a weekly basis, a charter flight service based in the proposed borough, or sufficient electronic media communications."

Subpart (a). Transportation

This portion of the report presents an overview of transportation in the eight unorganized areas under review (subparts (b)-(i)).³⁵

Subpart (a)(i). Aleutians West Model Borough

The Aleutians West Model Borough extends westerly from the western boundary of the Aleutians East Borough to the end of the Aleutians Islands. The Aleutians West Model Borough encompasses six localities. These are Adak (population 316); Atka (population 92); Attu Station (population 20); Nikolski (population 39); Shemya (population 27); and Unalaska (population 4,283). Aviation is the principle means of transporting people to communities in the area. The U.S. Postal Service Bypass Mail program provides a great deal of the region's freight and passenger service. Bulkier, heavier materials like dry goods, fuel and building materials are carried to the region by water. Area communities depend on ports and harbors, as well as barge transfer sites for commercial freight deliveries. Over the past seven years, the Aleutians West region received \$71.4 million for transportation-related capital improvement projects. Ports and harbors received 55%, or \$39 million; roads received 29%, or \$20 million; and airports received 16% of the total, or \$11.8 million.

Communities are focusing on improvements to existing airports - specifically runway lengths — rather than on building more airports. Future priorities are: widening and lengthening runways to a minimum of 3,300 feet; implementing runway surface improvements, adding new lighting, and expanding runway safety areas.

Tug and barge operations based at Unalaska/Dutch Harbor directly affect the six regional villages that depend on barge traffic for almost all their supplies and heating oil. Unalaska also serves as an important freight transshipment center for finished seafood products destined for overseas markets. During the summer, barges bring fuel, construction materials, and large consumer goods to the region. Private companies such as Coastal Transportation and Western Pioneer provide the majority of freight service in the area. Ocean barges from Seattle, Anchorage or Kodiak owned by Horizon Lines, LLC (formally SeaLand) and American President Line also deliver supplies to communities along the coast. Upgrading existing barge facilities and building new facilities could improve water and land-related transportation activities in the area by increasing the frequency of trips in the region with vessels capable of handling more freight.

³⁵ The regional transportation summaries presented here are adapted from the Alaska Economic Information System provided by the Alaska Department of Community and Economic Development at: http://www.dced.state.ak.us/cbd/AEIS/AEIS_Home.htm The summaries of the transportation links and facilities of the localities are adapted from the Alaska Community Data Base maintained by the Alaska Department of Community and Economic Development at: http://www.dced.state.ak.us/cbd/commdb/CF_CIS.htm.

1
2 A brief description of transportation in each of the Aleutians West localities
3 follows:

4
5 **Adak.** Mitchell Field has two 7,800' paved runways at 19' elevation, and a
6 control tower. Scheduled air service is currently provided by PenAir, but Alaska
7 Airlines plans to begin jet service in April 2003. There are three deep-water
8 docks, fueling facilities, approximately 16 miles of paved roads, and other gravel
9 and dirt roads.

10
11 **Atka.** Atka has a State-owned 3,100' lighted gravel runway. Scheduled air
12 services are available twice weekly from Unalaska. Float planes or amphibious
13 planes can be chartered, and land in Nazan Bay. Coastal Transportation
14 provides freight service from May to October, and a BIA barge delivers
15 supplies once per year. A new dock and port facility, operated by the City, were
16 recently completed at the fish processing plant, 5 miles from town.

17
18 **Attu.** Attu is a U.S. Coast Guard Station. The Casco Cove Airport has a 5,800'
19 paved runway, maintained by the Coast Guard. The airstrip is authorized for
20 public use only in an emergency; all others must obtain permission from the U.S.
21 Coast Guard 17th District, located in Juneau (907-392-3315).

22
23 **Nikolski.** Nikolski has a 3,500' unlighted gravel runway which provides
24 passenger, mail and cargo service. The airstrip is owned by the U.S. Air Force. It
25 has no landing or port facilities for ships. Barges deliver cargo once or twice a
26 year. Goods and passengers are lightered three miles to the beach.

27
28 **Shemya.** Earekson Air Force Station (Shemya) has been closed. Earekson Air
29 Force Station once maintained a seaplane landing facility. It is restricted to
30 military craft or emergency landings.

31
32 **Unalaska.** Daily scheduled flights serve the community at the State-owned
33 3,900' paved runway. A seaplane base is also available. The State ferry operates
34 semi-monthly from Kodiak between April and October. There are ten major docks
35 in Unalaska and the City operates three. A refurbished World War II sub dock
36 offers ship repair services. The International Port of Dutch Harbor serves fishing
37 vessels and shipping with 5,200 feet of moorage and 1,232 feet of floating dock.
38 The small boat harbor provides 238 moorage slips. The Corps of Engineers plan
39 to make harbor improvements and to develop a second small boat harbor in
40 South Channel, Iliuliuk Bay, called "Little South America." A \$9 million 500-ft.
41 extension to the Marine Center dock is substantially complete.

42
43 **Subpart (a)(ii). Chatham Model Borough.**

44
45 The Chatham Model Borough encompasses three localities extending from the
46 northwest Kupreanof Island to north Admiralty Island. These are Kake

(population 710); Angoon (population 572); and Cube Cove (population 72). The area lacks direct road access to the outside world. The settlements are isolated and depend on barge services for marine freight and the Alaska Marine Highway System for passenger service.

Air transportation is the chief means of moving people throughout the region. The City and Borough of Juneau serves as the transportation hub for the northern Southeast Alaska, including the Chatham region.

A brief description of transportation facilities in Chatham localities follows.

Kake. Kake can be reached by air and sea. There is daily scheduled air taxi service between Juneau and Kake, and weekly scheduled service between Kake and Petersburg. Charter air service is also available between Kake and other communities. Kake has a State-owned 4,000' lighted paved runway west of the community, and a seaplane base at the City dock. State ferry and barge services are available. Facilities also include a small boat harbor, boat launch, deep-water dock and State ferry terminal. There are about 120 miles of logging roads in the Kake area, but no connections to other communities on Kupreanof Island. Most flights to and from Kake currently go through Juneau. For example, L.A.B. Flying Service has daily scheduled flights to Juneau, but only has scheduled service to Petersburg once per week.³⁶

Angoon. Angoon is accessible only by floatplane or boat. Scheduled and charter floatplane services are available from the State-owned seaplane base on Kootznahoo Inlet. Angoon's facilities also include a deep draft dock, a small boat harbor, and State ferry terminal. Freight arrives by barge and ferry. Scheduled flights to Angoon originate in Juneau.³⁷

Cube Cove. Float planes and boats provide transportation to the Cove, although there are no facilities.

Subpart (a)(iii). Copper River Basin Model Borough

The Copper River Basin Model Borough encompasses eighteen localities. These are Paxson (population 43); Tazlina (population 149); Silver Springs (population 130); Copperville (population 179); Slana (population 124); Willow Creek (population 201); Gakona (population 215); Glennallen (population 554); McCarthy (population 42); Copper Center (population 362); Gulkana (population 88); Tonsina (population 92); Kenny Lake (population 410); Chistochina (population 93); Mendeltna (population 63); Chitina (population 123); Nelchina (population 71) and Tolsana (population 27). Brief descriptions of transportation links in each of the Copper River Basin localities follows:

³⁶ Personal communication, L.A.B. Flying Service Kake office, January 14,2002.

³⁷ Personal communication, Wings of Alaska Angoon office, January 14,2002.

1
2 **Paxson.** Paxson Lodge owns and maintains a 2,800' gravel airstrip, and float
3 planes can land at Summit Lake. The Richardson Highway provides access to
4 Anchorage or Fairbanks. The Denali Highway provides summer access to
5 Cantwell and the Denali Park.

6
7 **Tazlina.** The Richardson and Glenn Highways provide access to Anchorage or
8 Fairbanks.

9
10 **Silver Springs.** The Richardson Highway connects to all major population areas
11 of the state year-round. Silver Springs residents have access to the nearby
12 State-owned airport at Gulkana. They may also use the privately-owned airport
13 at Glennallen.

14
15 **Copperville.** Copperville is located along the Richardson Highway, which
16 connects the area to the remainder of the state. Airstrips are nearby, at Copper
17 Center, Glennallen and Gulkana.

18
19 **Slana.** Slana has road access to the statewide system by the Glenn and
20 Richardson Highways. Individual adjacent lots have no roads and owners must
21 hike through other's private property. The nearest public airstrip is south, at
22 Chistochina. A 900' gravel private airstrip has been constructed at Duffy's
23 Tavern.

24
25 **Willow Creek.** The Richardson Highway provides year-round access to
26 Anchorage, Fairbanks and outside of Alaska. Airstrips are located nearby in
27 Copper Center and Glennallen. Willow Creek residents have access to the
28 nearby State-owned airport at Gulkana. They may also use the privately-owned
29 airport at Glennallen.

30
31 **Gakona.** The Glenn Highway provides year-round access to Anchorage. The
32 Glenn/Tok Cutoff provides a short-cut to Tok, Northway, and the Alaska
33 Highway. The Richardson Highway provides access to Valdez. A 5,000' paved
34 runway is available at nearby Gulkana.

35
36 **Glennallen.** Glennallen is the business hub of the Copper River region. The
37 Glenn Highway provides year-round access to Anchorage. The Glenn/Tok Cutoff
38 provides a short-cut to Tok, Northway, and the Alaska Highway. The Richardson
39 Highway provides access to Valdez. Brenwick's Airport provides public air
40 access. The 2,070' turf airstrip is owned and operated by Copper Basin District,
41 Inc. State highway maintenance and federal offices are in Glennallen.

42
43 **McCarthy.** McCarthy is accessible from the Richardson and Edgerton Highways.
44 The 58-mile McCarthy Road starts in Chitina and continues into the Park and is
45 maintained seasonally during the summer. A footbridge was completed in 1997
46 across the Kennicott River replacing a hand tram used by locals for years. The

1 Alaska Department of Transportation is currently conferring with community
2 residents about the prospect of constructing additional trails in the area. There
3 are two gravel airstrips in the vicinity. The Jake's Bar airstrip is 1,650'; McCarthy
4 No. 2 is 3,500'. The May Creek Airport, across the Nizina River from McCarthy, is
5 currently under expansion. McCarthy has twice weekly air service from
6 Anchorage and Gulkana.

7
8 **Copper Center.** The Richardson Highway connects Copper Center to
9 Anchorage, Fairbanks and outside year-round. A State-owned 2,500' gravel
10 airstrip provides for chartered flights and general aviation.

11
12 **Gulkana.** The Richardson Highway passes close by the village and is maintained
13 year-round. A State-owned 5,000' paved runway is available at the Gulkana
14 Airport. Gulkana has twice weekly air service from Anchorage.

15
16 **Tonsina.** The Richardson Highway connects Tonsina to the remainder of the
17 state road system. A State-owned airstrip is available at Upper Tonsina, and
18 other airstrips are in the vicinity.

19
20 **Kenny Lake.** From the Edgerton Highway, Kenny Lake has access to the entire
21 state road system. Landing strips are available nearby for general aviation.

22
23 **Chistochina.** Chistochina is accessible year-round by the Glenn and Richardson
24 Highways. Small aircraft may land at a State-owned 2,060' turf/gravel airstrip.

25
26 **Mendeltna.** The community lies on the Glenn Highway and accesses the
27 statewide road system. There are several airstrips in the area, and air taxi
28 services are available.

29
30 **Chitina.** The Edgerton Highway and Richardson Highway link Chitina with the
31 rest of the state road system. The State owns the Chitina Airport, with a 2,850'
32 gravel airstrip, located five miles north of the Chitina core area along the
33 Edgerton Highway.

34
35 **Nelchina.** The community lies on the Glenn Highway and accesses the
36 statewide road system. There are several airstrips in the area. Snowmachining is
37 a prevalent local means of transportation.

38
39 **Tolsona.** The community lies on the Glenn Highway and accesses the statewide
40 road system. There are several airstrips in the area, and air taxi services are
41 available. A floatplane base is available on Tolsona Lake.

42 43 **Subpart (a)(iv). Glacier Bay Model Borough**

44
45 The Glacier Bay model boundaries extend from northern Chichagof Island to
46 Cape Fairweather. The region is isolated and dependent on barge services for

1 marine freight. Passenger service throughout the region is utilizes air
2 transportation and the Alaska Marine Highway System.

3
4 The most important infrastructure projects are the improvements to the Alaska
5 Marine Highway System. The Glacier Bay Model Borough Boundaries
6 encompass six settlements.

7
8 These are Pelican (population 163); Whitestone Logging Camp (population 116);
9 Gustavus (population 429); Tenakee Springs (population 104); Hoonah
10 (population 860); Elfin Cove (population 32); and Game Creek (population 35).
11 Brief descriptions of transportation in each of the Glacier Bay Model Borough
12 localities follows:

13
14 **Pelican.** Pelican is dependent on floatplanes and the Alaska Marine Highway for
15 travel. Facilities include a State-owned seaplane base, a small boat harbor, dock,
16 and State ferry terminal. The ferry provides semi-monthly departures during the
17 summer, and once a month during the winter. Cargo barges deliver goods on a
18 similar schedule.

19 **Whitestone Logging Camp.** Airport and Alaska Marine Highway service are
20 available at nearby Hoonah.

21 **Gustavus.** The State-owned jetport has a 6,700' asphalt runway currently
22 undergoing major improvements. Float planes land at nearby Bartlett Cove. Air
23 traffic is relatively high during peak summer months, and several cruise ships
24 include nearby Glacier Bay in their itinerary. There is a 10-mile road connecting
25 Bartlett Cove with the airport. Freight arrives by barge.

26 **Tenakee Springs.** Tenakee Springs is dependent on seaplanes and the Alaska
27 Marine Highway for transport. The City owns a seaplane base and heliport, and
28 scheduled or chartered floatplanes are available from Juneau.

29 The Alaska Marine Highway system provides passenger transportation only,
30 since there are no vehicle landing facilities or local roads in Tenakee. Barges
31 deliver fuel and goods six times a year. The marine facilities include a small boat
32 harbor and ferry terminal. Snyder's Mercantile owns a fuel dock. There is a 3-
33 mile-long main street. Local transportation is primarily by bicycle or ATV.

34
35 **Hoonah.** Hoonah is dependent on air transportation for movement of light freight
36 and passengers. The State owns and operates an airport with a 3,000' paved
37 runway and a seaplane base both served by scheduled small aircraft from
38 Juneau. State ferry terminal and harbor/dock areas are available. Freight arrives
39 by barge or plane. There is an extensive logging road system on northwest
40 Chichagof Island.

1 **Elfin Cove.** A State-owned seaplane base is available and the Alaska Marine
2 Highway serves nearby Pelican. Freight arrives by plane or boat, and skiffs are
3 the primary means of local transportation.

4
5 **Game Creek.** Transportation services are provided by nearby Hoonah where an
6 airport, ferry landing, seaplane dock and harbor are available.

7
8 **Subpart (a)(v). Prince of Wales Model Borough**
9

10 The Prince of Wales Model Borough boundaries encompass thirteen localities.
11 These are Edna Bay (population 49); Whale Pass (population 58); Coffman Cove
12 (population 199); Thorne Bay (population 557); Craig (population 1,397); Kasaan
13 (population 39); Hollis (population 139); Naukati Bay (population 135); Port
14 Alexander (population 81); Klawock (population 854); Point Baker (population
15 35); Port Protection (population 63); and Hydaburg (population 382).

16
17 Prince of Wales Island has no direct road links to the outside world.
18 Communities on Prince of Wales Island rely on scheduled and chartered air
19 service and the Inter-Island Ferry Authority for transportation, and on marine
20 barges for freight service. An extensive road system connects island
21 communities to each other and to air and marine transportation facilities.

22
23 The most important transportation infrastructure projects have been
24 improvements to the Alaska Marine Highway System ferry terminal, creation of
25 the Inter-Island Ferry Authority, with daily runs between Hollis and Ketchikan,
26 and continued upgrade of the road system to state secondary standards.

27
28 Between 1994 and 2000, the Prince of Wales-Outer Ketchikan Area received \$35
29 million for transportation-related capital improvement projects. Ports and harbors
30 received 61%, or \$21 million, roads received 25%, or \$8.5 million, and airport
31 projects received 14%, or \$4.7 million.

32
33 **Edna Bay.** Transportation and cargo services are provided by floatplane or boat
34 from Craig, Ketchikan or Petersburg. Edna Bay has a dock and harbor with a
35 breakwater , and the community is not connected to the Prince of Wales Island
36 road system.

37
38 **Whale Pass.** The community is connected to the Island road system and has
39 access to the Alaska Marine Highway System from Hollis. Float planes and boats
40 are a common mode of transportation. The Whale Pass Homeowner's
41 Association operates the State-owned seaplane base, dock, and small boat
42 harbor.

43
44 **Coffman Cove.** The State ferry landing at Hollis provides access to the Prince of
45 Wales Island road system. A State-owned seaplane base is available, and
46 Taquan and Ketchikan Air provide daily scheduled air service from Ketchikan.

1 The nearest landing strip is in Klawock. A boat launch and dock are available.
2 Freight arrives by cargo plane, barge, ship and by road from Craig. Coffman
3 Cove is the northern terminus of the Inter-Island Ferry Authority. Construction of
4 the M/V Stikine will start in 2003, with service planned on the Coffman Cove-
5 Wrangell-Petersburg route in the summer of 2004. The road to Coffman Cove is
6 scheduled for upgrade to state secondary road standards beginning in 2003 and
7 projected to be completed by 2006.

8
9 **Thorne Bay.** Access to Thorne Bay occurs by float plane, airport facilities at
10 Klawock, via the Alaska Marine Highway service at Hollis. Marine facilities
11 include a breakwater, dock, small boat harbor and grid, boat launch and State-
12 owned seaplane base. Freight arrives by cargo plane, barge, ship and truck.
13 Adjacent logging roads provide access to other Prince of Wales Island
14 communities. The road from Thorne Bay to Control Lake has been upgraded to
15 state secondary road standards and is scheduled for paving in 2003. The
16 community has worked to develop a deepwater industrial park at Tolstoi Bay.

17
18 **Craig.** Scheduled air transportation to Ketchikan is available from the nearby
19 Klawock airport. A State-owned seaplane base at Klawock Inlet and a U.S.
20 Coast Guard heliport are maintained in Craig. The State ferry serves the
21 community of Hollis located 30 miles away bringing passengers, cargo and
22 vehicles to the Island. Marine facilities include two small boat harbors, one at
23 North Cove and the other at South Cove; a small transient float and dock in the
24 downtown area, and a boat launch ramp at North Cove. The J.T. Brown Marine
25 Industrial Center is under development on False Island, on the north side of Crab
26 Bay. The facility will include a dock and boat launch. Community freight arrives in
27 nearby Hollis by cargo plane, barge, and ferry. A paved road connects Hollis,
28 Craig, Klawock (including the airport), and east to Control Lake. In 1997, three
29 miles of new pavement were completed on the northbound road, and additional
30 paving is planned.

31
32 **Kasaan.** Kasaan relies on a State-owned seaplane base for float plane access,
33 charter flights, and airfreight services from Ketchikan. There is a dock at the old
34 cannery site, and a small boat harbor. Freight is delivered by cargo plane or
35 barge. The community has requested funds to develop a breakwater, deep-sea
36 port, and industrial park at Tolstoi Bay. A new 5.5-mile road to Thorne Bay is
37 under construction, and the community is interested in constructing an
38 emergency medevac heliport.

39
40 **Hollis.** Hollis is the location of the Inter-island Ferry Authority terminal for the
41 east side of Prince of Wales Island. At nearby Clark Bay, a State-owned
42 seaplane base, harbor, dock and boat launch facilities are available. An airstrip is
43 located at nearby Klawock and the Island communities are connected by a road
44 system that is being upgraded to state secondary road status. Paved roads
45 connect Craig, Klawock, Hollis, and Hydaburg and will soon include Thorne Bay.

1 **Naukati Bay.** Naukati is accessed primarily by floatplane or via the island road
2 system.

3
4 **Port Alexander.** Transportation is by float plane and boat. A State-owned
5 seaplane base is available. Passengers can fly on the mail floatplane from Sitka
6 or can charter flights from Sitka, Petersburg, Wrangell and Juneau. The facilities
7 include a breakwater, dock and small boat harbor for moorage. There are no
8 roads; skiffs are used for local transportation. A freight boat delivers lumber and
9 other goods each summer. Most families purchase groceries and other items
10 from outside of the community.

11
12 **Klawock.** Klawock is dependent on air transportation from Ketchikan, and is
13 connected by the Island road system to other communities. The only airstrip on
14 Prince of Wales Island is located here, with a 5,000' paved runway. A seaplane
15 base is operated by the State on the Klawock River. Daily ferry transportation to
16 Ketchikan is available at Hollis, 23 miles away. Klawock has a small boat harbor
17 and boat launch ramp. A deep draft dock is located at Klawock Island, which is
18 primarily used for loading timber. Freight arrives by cargo plane, barge and truck.

19
20 **Point Baker.** Point Baker is accessible only by air and water. A State-owned
21 seaplane base and heliport serves chartered flights from Ketchikan and
22 Wrangell. The community has a dock and boat harbor. Barges deliver cargo from
23 Wrangell. There is no direct access to the Prince of Wales road system,
24 however, residents boat to the road terminus at Labouchere Bay, where some
25 leave vehicles for travel to other island locations.

26
27 **Port Protection.** The community is accessible only by air and water. A State-
28 owned seaplane base is available. Freight arrives by chartered boat or
29 floatplane. Skiffs are used for local travel, and there is a boat harbor and launch
30 ramp. Port Protection does not have direct access to the Prince of Wales road
31 system, however, residents boat to the road terminus at Labouchere Bay, where
32 some leave vehicles for travel to other island locations. Residents travel to Point
33 Baker for mail.

34
35 **Hydaburg.** The State owns and operates a seaplane float in Hydaburg, an FAA-
36 designated approach and scheduled flights from Hydaburg connect in Ketchikan.
37 An emergency heliport is also available. Marine facilities include a City owned
38 dock and small boat harbor; and plans are being made to construct a breakwater
39 and boat launch. Hydaburg is linked by road to the Inter-Island Ferry terminal in
40 Hollis, where daily ferry service to Ketchikan is available. Hydaburg is also
41 connected by paved road to Craig and Klawock and by gravel road to other
42 island communities. Weekly barge service from Seattle delivers goods, and bulk
43 cargo via the Alaska Marine Highway is then trucked to Hydaburg.

44
45 **Subpart (a)(vi). Prince William Sound Model Borough**
46

1 The Prince William Sound Model Borough boundaries encompass five
2 settlements. These are Valdez (population 4,336); Whittier (population 182);
3 Cordova (population 2,454); Chenega Bay (population 86); and Tatitlek
4 (population 107). The region has connections to the Alaska Highway system, the
5 Alaska Railroad, and the Alaska Marine Highway System. The City of Valdez is
6 the southern terminus of the Trans-Alaska Oil Pipeline and serves as the area's
7 regional transportation hub. Regularly scheduled jet service to Cordova provides
8 daily passenger and freight services to domestic and international destinations.
9 Road connections to Alaska's Highway System are at Valdez via the Richardson
10 Highway, and Whittier via the Whittier Access Road and the Anton Anderson
11 Tunnel.

12
13 Recent innovations in rail/barge service to Alaska are expected to increase the
14 volume of freight arriving from U.S. ports through the Port of Whittier. Railcars
15 loaded onto rail-equipped barges leave Seattle once a week, year-round. At
16 Whittier, the Alaska Railroad unloads rail cars and routes them to destinations
17 from Whittier and Seward (a port facility outside the region) north to Fairbanks.

18
19 The most important transportation projects underway are improvements to the
20 Alaska Marine Highway System. However, air, rail and road transportation will
21 continue to grow in importance.

22
23 Between 1994 and 2002, the Valdez-Cordova area received \$135 million for
24 transportation-related capital improvement projects. Roads received 90%, or
25 \$122 million, ports and harbors received 8%, or \$10.5 million, and airport projects
26 received 2%, or \$2.6 million. Discussion of the transportation features of the five
27 settlements in the Prince William Sound Model Borough boundaries follows.

28
29 **Valdez.** The Richardson Highway provides road access to Valdez from
30 Anchorage, Fairbanks and Canada. Port Valdez is ice-free year round and is
31 navigated by hundreds of ocean-going oil cargo vessels each year. During the
32 summer the Alaska Marine Highway provides service Whittier, Cordova, Kodiak,
33 Seward and Homer and to Cordova only in the winter. Valdez has the largest
34 floating concrete dock in the world, with a 1,200' front and water depth exceeding
35 80'. Numerous cargo and container facilities are present in Valdez.

36
37 A small harbor accommodates 546 commercial fishing boats and recreational
38 vessels. Boat launches and haul-out services are available. Both barges and
39 trucking services deliver cargo to Valdez. The airport includes a 6,500' paved
40 runway, instrument landing system, and control tower, and is operated by the
41 State. A State-owned seaplane base is available at Robe Lake.

42
43 **Whittier.** Whittier's developed marine facilities include an ice-free port, a 70-foot
44 city dock, a small boat harbor with slips for 360 commercial, recreation and
45 charter vessels. Whittier is served by road, rail, ferry, boat and aircraft. A \$70
46 million road connection to Portage was completed in 2000. The State-owned

1 1,480' gravel airstrip accommodates charter aircraft, and a City-owned seaplane
2 dock is available for passenger transfer.

3
4 Marine charters are available for Prince William Sound sightseeing. Tour boats
5 transfer visitors to and from Anchorage from Whittier by bus.

6
7 **Cordova.** Harbor facilities include a breakwater, dock, 500-slip small boat
8 harbor, boat launch, boat haul-out, a ferry terminal, and marine repair services. A
9 48-mile gravel road provides access to the Copper River Delta. Plane or boats
10 provide the principal means of travel to Cordova. Cordova is linked directly to the
11 North Pacific Ocean shipping lanes via the Gulf of Alaska and receives year-
12 round barge and Alaska Marine Highway System service. The Merle K.
13 "Mudhole" Smith Airport at mile 13 is State-owned and operated, with a 7,500'
14 asphalt runway and 1,900' gravel crosswind runway. The State-owned and City-
15 operated Cordova Municipal Airport has a 1,840' gravel runway. Daily scheduled
16 jet flights and air taxis are available. Float planes land at the Lake Eyak seaplane
17 base or the boat harbor. Plans for a highway up the Copper River to connect
18 with the statewide road system remain controversial.

19
20 **Chenega Bay.** Chenega has an airstrip and a seaplane landing area. They
21 also have a small boat harbor. Chenega Bay has a dock big enough to
22 accommodate oil spill response boats and the ferry. However, the ferry does not
23 currently provide regular service to Chenega Bay.

24
25 **Tatitlek.** Tatitlek has a State-owned 3,700' lighted gravel airstrip and a seaplane
26 landing area; air charters are available from Valdez and Cordova. Boats are the
27 primary means of local transportation. Tatitlek has a dock big enough to
28 accommodate oil spill response boats and the ferry. However, the ferry does not
29 currently provide regular service to Tatitlek.

30 31 **Subpart (a)(vii). Upper Tanana Basin Model Borough**

32
33 The Upper Tanana Model Borough lacks ports and rail connections and relies
34 instead on road and air linkages. Fairbanks International Airport serves as the
35 regional air hub.

36
37 Mail and perishable food typically move by air and the U.S. Postal Service
38 Bypass Mail program provides most of the freight and passenger service. Bulkier,
39 heavier materials like dry goods, fuel, and building materials arrive by road. The
40 City of Eagle is located on the Taylor Highway 12 miles west of the Alaska-
41 Canadian border.

42
43 The Upper Tanana Basin Model Borough Boundaries encompass nineteen
44 settlements. These include Chicken (population 17); Alcan Border (population
45 21); Eagle (population 129); Dot Lake (population 19); Delta Junction (population
46 840); Tok (population 1,393); Deltana (population 1,570); Healy Lake (population

37); Northway Junction (population 72); Northway (population 95); Northway Village (population 107); Big Delta (population 749); Eagle Village (population 68); Fort Greely (population 461); Mentasta Lake (population 142); Tanacross (population 140); Dry Creek (population 128); Dot Lake Village (population 38); and Dot Lake (population 19).

Chicken. Chicken is accessible by road, from Tok via the Taylor Highway, or Dawson City in the Yukon Territory via the Top of the World Highway only during the summer months.

Alcan Border. The Alaska-Canada Highway connects Alaska through Whitehorse, Yukon, Canada to the continental United States, and through Tok to Fairbanks or Anchorage. An airstrip is available.

Eagle. Eagle has summer only access to the state highway system and Canada via the Taylor ("Top of the World") Highway. A State-owned 4,500' gravel airstrip exists, and the majority of the flights originate from Fairbanks and Tok. Float planes land on the Yukon River. There is no dock, but a public boat landing is available. During the summer, a ferry is available between Dawson City, Canada and Eagle on the Yukon River.

Dot Lake. Dot Lake lies along the Alaska Highway. Commercial truck or buses deliver supplies. Delta Junction and Tok are closest communities with public airstrips and recently, a privately owned runway in Dot Lake was converted to a helicopter landing pad. Snowmachines and ATVs are used for local transportation. Dot Lake located over two miles from the Tanana, is only is accessible by road. Residents use riverboats for fishing and hunting.

Delta Junction. Delta Junction is accessible by the Alaska and Richardson Highways. Buses provide transportation to Fairbanks and Whitehorse. The City Airport includes a rudimentary 2,400' grass/dirt runway and charter flight services are available. The runway is adjacent to housing subdivision and is constrained on both ends by the Richardson Highway and Trans-Alaska Pipeline. The runway does not meet FAA standards. Moreover, there is no room for safety improvements or expansion. There are five other privately-owned airstrips in the vicinity. Consideration is presently being given to a joint civilian/military use of Allen Army Airfield at Fort Greely. The possibility of a railroad spur to Fort Greely is also under consideration.

Tok. Tok is directly accessible to Anchorage and Fairbanks because of its location at the junction of two highways (the Richardson and the Glenn/Tok Cutoff.) Tok is the first stop for visitors in Alaska arriving via the Alaska Highway. Bus services are available to Anchorage and Fairbanks, and most freight is delivered by truck. Recently, the Tok Airport gravel runway was lengthened to 3,000', paved and lighted. A 2,510' paved runway is also available at Tok Junction. There are two additional private airstrips in the vicinity.

1
2 **Deltana.** Deltana is accessible by the Alaska and Richardson Highways.
3 Scheduled bus service provides transportation to Fairbanks and Whitehorse.
4 Delta Junction's airstrip and five other privately owned airstrips nearby provide air
5 support services to the community. Snowmobiles are used for recreation.
6

7 **Healy Lake.** Healy Lake at Big Delta is east of the Richardson Highway. Lacking
8 direct road access, the community relies instead on boat traffic along the Tanana
9 River.
10

11 **Northway Junction.** Northway Junction, located along the Alaska Highway has
12 scheduled bus and trucking services. Residents make use of an asphalt runway
13 at nearby Northway where regularly scheduled flights and charter services are
14 available to Fairbanks,
15

16 **Northway.** An unpaved road connects Northway to the Alaska Highway. by.
17 Scheduled bus service is available, and commercial trucking services deliver
18 most freight to the community. There is a State-owned 5,100' asphalt runway, a
19 Federal Aviation Administration station, and a U.S. Customs office. Scheduled
20 commercial flights and charter services are available to Fairbanks. .
21

22 **Big Delta.** The community of Big Delta located along the Richardson Highway,
23 uses the airstrip at nearby Delta Junction for chartered or private aircraft access.
24

25 **Eagle Village.** Eagle Village has access to the Alaska and Canada road
26 systems during summer months via the Taylor ("Top of the World") and Klondike
27 Highways. Airport services are available nearby at the City of Eagle.
28

29 **Fort Greely.** The Richardson Highway provides access to Fairbanks and the
30 statewide road system. The Allen Airfield has a 7,500' asphalt runway, but is
31 restricted to military aircraft. Consideration is presently being given to a joint
32 civilian/military use of Allen Airfield. The possibility of a railroad spur from Delta
33 Junction to Fort Greely is also under consideration.
34

35 **Mentasta Lake.** A six-mile spur road connects Mentasta Lake to the Tok Cutoff
36 and the Glenn Highway. . There is a small airstrip at Mentasta Lodge.
37

38 **Northway Village.** An unpaved road connects Northway Village to the Alaska
39 Highway. . Scheduled bus and truck service is available. Nearby at Northway
40 there is an asphalt runway where scheduled flights and charter service to
41 Fairbanks is available.
42

43 **Tanacross.** Tanacross located a mile north of the Alaska Highway, has
44 scheduled bus service available out of Tok. A 5,100 foot paved runway owned by
45 the U.S. Bureau of Land Management provides flights to Fairbanks.
46

1 **Dry Creek.** Dry Creek is located along the Alaska Highway. The nearest runways
2 are found at Delta Junction and Tok.

3
4 **Dot Lake Village.** Dot Lake located along the Alaska Highway, has bulk supplies
5 delivered by commercial truck or bus service. Air service facilities are available
6 at Delta Junction and Tok. Locally, snowmachines and ATVs are used for
7 transportation. Dot Lake located over two miles from the Tanana, is inaccessible
8 by water. A few residents own riverboats for fishing and hunting.

9
10 **Tetlin.** Road access to Tetlin is seasonal, occurring only during the summer
11 months. Tetlin is also accessible by riverboat. Many residents own skiffs,
12 snowmachines and automobiles. The village owns and maintains a 1,700' turf
13 airstrip where scheduled and charter flights are available from Tok. Bulk freight
14 is delivered by plane or by road from Tok during the summer.

15 16 **Subpart (a)(viii). Wrangell-Petersburg Model Borough**

17
18 Wrangell-Petersburg Model Borough Boundaries Area is located in Southeast
19 Alaska along the Alaska Inside Passage about 150 miles south of Juneau. The
20 region comprises six small communities, including the cities of Petersburg, on the
21 north end of Mitkof Island, and Wrangell on the northwest tip of Wrangell Island
22 at the mouth of the Stikine River, and the City of Kupreanof. No roads link the
23 communities with each other. The region is only accessible by air and water.

24
25 The City of Petersburg and the City of Wrangell each serve as air transportation
26 hubs for surrounding communities. Air transportation, both jet and fixed wing,
27 provides daily passenger and freight services to domestic and international
28 destinations. The Alaska Marine Highway System provides the area with
29 passenger service and barges shuttle marine freight. The region depends on
30 ports, harbors, and barge transfer sites for the delivery of wood products and
31 seafood to global markets. There is no deep-water dock for large ships in
32 Petersburg.

33
34 The most important infrastructure projects are improvements to the Alaska
35 Marine Highway System and the construction of terminals for the Inter-Island
36 Ferry Authority, which is scheduled to begin daily service between Coffman
37 Cove, Wrangell and Petersburg in 2004. Between 1995 and 2002, Wrangell-
38 Petersburg area received \$56 million for transportation-related capital
39 improvement projects. Ports and harbors received 61%, or \$34 million; roads
40 received 31% or \$17 million, and airport projects received 8%, or \$4.6 million.
41 The Wrangell-Petersburg Model Borough encompasses four localities. These
42 are Kupreanof (population 23); Petersburg (population 3,224); Wrangell
43 (population 2,308); and Thom's Place (population 22). A brief description of
44 transportation patterns in each of those localities follows:
45

1 **Kupreanof.** Small boats are the primary means of transportation to and from
2 Kupreanof. Boat travel to Petersburg provides connection to that City's
3 transportation services, including jet flights and the State ferry. Float planes can
4 land at Government dock, but it is not a designated seaplane dock. There are no
5 harbor facilities. A trail system provides designated access within the city.

7 **Petersburg.** Petersburg is reached by air and water. It is on the mainline State
8 ferry route. The State-owned James A. Johnson Airport and Lloyd R. Roundtree
9 Seaplane Base (on the Wrangell Narrows) allow for scheduled jet and float plane
10 services. The runway is paved, at 6,000'. Harbor facilities include three docks,
11 two petroleum wharves, two barge terminals, three boat harbors with moorage
12 for 600 boats, a boat launch and boat haul-out. Freight arrives by barge, ferry or
13 cargo plane. There is no deep water dock for large ships such as cruise ships;
14 passengers are lightered to shore.

16 **Wrangell.** The City is accessible by air and water. The State-owned 6,000' paved
17 lighted runway enables jet service. A seaplane base is adjacent to the runway.
18 Scheduled air taxi services are also available. The marine facilities include a
19 breakwater, deep draft dock, State ferry terminal, two small boat harbors with
20 498 slips, and boat launch. The City of Wrangell plans to construct a 1,400-foot
21 breakwater pending final congressional approval of funds. The second phase of
22 the project would construct a harbor able to accommodate up to 280 vessels.
23 Freight arrives by barge, ferry and cargo plane.

25 **Thom's Place.** The community is approximately one mile from a seasonal Forest
26 Service road that is connected to the State highway into Wrangell. Residents
27 have access to Wrangell's airport, seaplane base, State ferry service, and port
28 with moorage.

30 **Subpart (b). Communications.**

32 This part of the report presents an overview of communications in the eight
33 unorganized areas under review (subparts (b)-(i)).³⁸

35 **Subpart (b)(i) Aleutians West Model Borough.** The Aleutians West Model
36 Borough extends westerly from the western boundary of the Aleutians East
37 Borough to the end of the Aleutians Islands. The Aleutians West Model Borough
38 encompasses six localities. These are Adak (population 316); Atka (population
39 92); Attu Station (population 20); Nikolski (population 39); Shemya (population
40 27); and Unalaska (population 4,283).

³⁸ The regional transportation summaries presented here are adapted from the Alaska Economic Information System provided by the Alaska Department of Community and Economic Development at: http://www.dced.state.ak.us/cbd/AEIS/AEIS_Home.htm The summaries of the transportation links and facilities of the localities are adapted from the Alaska Community Data Base maintained by the Alaska Department of Community and Economic Development at: http://www.dced.state.ak.us/cbd/commdb/CF_CIS.htm.

A brief description of communications in Aleutians West localities follows:

Adak.

In-State Phone: ACS of the Northland

Long-Distance Phone: AT&T Alascom; GCI

Internet Service Provider: Core Communications (www.corecom.net)

TV Stations: ARCS

Radio Stations: None

Cable Provider: Adak Cablevision

Teleconferencing: None

Atka.

In-State Phone: ACS of the Northland

Long-Distance Phone: AT&T Alascom

Internet Service Provider: None

TV Stations: ARCS

Radio Stations: None

Cable Provider: Atkam Village Corp.

Teleconferencing: Alaska Teleconferencing Network

Attu. Attu is a U.S. Coast Guard Station. Communications to Attu are maintained by the Coast Guard.

Nikolski.

In-State Phone: ACS of the Northland

Long-Distance Phone: AT&T Alascom

Internet Service Provider:

TV Stations: ARCS

Radio Stations: None

Cable Provider: Nikolski IRA Council

Teleconferencing: Alaska Teleconferencing Network

Shemya. Earekson Air Force Station (Shemya) was been closed. It is restricted to military aircraft. Communications to Shemya are through the United States Air Force.

Unalaska.

In-State Phone: Interior Telephone Co./TelAlaska

Long-Distance Phone: AT&T Alascom; GCI; Interior

Telephone: TelAlaska

Internet Service Provider: Arctic.Net/TelAlaska, Inc. (www.arctic.net);

GCI (www.gci.net)

TV Stations: ARCS; KIAL; K081W (low power TV)

Radio Stations: KIAL-AM; KSKA-FM

Cable Provider: Eyecom, Inc./TelAlaska

1 Teleconferencing: Alaska Teleconferencing Network; Dillingham Legislative
2 Information Office
3 Newspapers: *Dutch Harbor Fisherman*
4

5 **Subpart (b)(ii) Chatham Model Borough.** The Chatham Model Borough
6 encompasses three localities extending from the northwest Kupreanof Island to
7 north Admiralty Island. These are Kake (population 710); Angoon (population
8 572); Cube Cove (population 72). The area lacks direct road access. The
9 settlements are isolated and depend on barge services for marine freight and the
10 Alaska Marine Highway System for passenger service.

11
12 A brief description of communication facilities in Chatham localities follows.
13

14 **Kake.**

15 In-State Phone: ACS of the Northland

16 Long-Distance Phone: AT&T Alascom

17 Internet Service Provider:

18 SEAKnet (www.seaknet.alaska.edu); School Only: GCI (www.gci.net)

19 TV Stations: ARCS; KTOO

20 Radio Stations: KCAW-FM

21 Cable Provider: City of Kake

22 Teleconferencing: Alaska Teleconferencing Network; Sitka Legislative
23 Information Office
24

25 **Angoon.**

26 In-State Phone: ACS of the Northland

27 Long-Distance Phone: AT&T Alascom

28 Internet Service Provider: ACS Internet (www.acsalaska.net)

29 TV Stations: ARCS; KTOO

30 Radio Stations: KCAW-FM

31 Cable Provider: Angoon CATV (City of Angoon)

32 Teleconferencing:

33 Alaska Teleconferencing Network; Sitka Legislative Information Office
34

35 **Cube Cove.**

36 In-State Phone: ACS of the Northland
37

38 **Subpart (b)(iii) Copper River Basin Model Borough.**
39

40 The Copper Valley Telephone Cooperative offers long-distance and local service
41 in the region. Radio stations KCHU and KMBQ broadcast throughout the Copper
42 River Valley, and KCAM radio can be heard in most places in the Valley.

1
2 **Paxson.**

3 In-State Phone: Copper Valley Telephone Cooperative
4 Long-Distance Phone: AT&T Alascom
5 Internet Service Provider: None
6 TV Stations: ARCS
7 Radio Stations: KIAK-FM
8 Cable Provider: None
9 Teleconferencing: Glennallen Legislative Information Office

10
11 **Tazlina.**

12 In-State Phone: Copper Valley Telephone Cooperative
13 Long-Distance Phone: AT&T Alascom; GCI
14 Internet Service Provider: Copper Valley Telephone Cooperative, Inc.
15 (www.cvtc.org)
16 TV Stations: ARCS
17 Radio Stations:
18 Cable Provider: None

19
20 **Silver Springs.**

21 In-State Phone: Copper Valley Telephone Cooperative
22 Long-Distance Phone: AT&T Alascom; GCI
23 Internet Service Provider: Copper Valley Telephone Cooperative, Inc.
24 (www.cvtc.org)
25 TV Stations: ARCS
26 Radio Stations:
27 Cable Provider: None

28
29 **Copperville.**

30 In-State Phone: Copper Valley Telephone Cooperative
31 Long-Distance Phone: AT&T Alascom
32 Internet Service Provider: Copper Valley Telephone Cooperative, Inc.
33 (www.cvtc.org)
34 TV Stations: ARCS
35 Cable Provider: None

36
37 **Slana.**

38 In-State Phone: Copper Valley Telephone Cooperative
39 Long-Distance Phone: AT&T Alascom; GCI
40 Internet Service Provider:
41 TV Stations: ARCS
42 Radio Stations: KCAM-AM
43 Cable Provider: None
44 Teleconferencing: Glennallen Legislative Information Office

45
46 **Willow Creek.**

1 In-State Phone:
2 Copper Valley Telephone Cooperative
3 Long-Distance Phone: AT&T Alascom; GCI
4 Internet Service Provider: Copper Valley Telephone Cooperative, Inc.
5 (www.cvtc.org)
6 TV Stations: ARCS
7 Radio Stations: KCAM-AM
8 Cable Provider: None
9 Teleconferencing: Alaska Teleconferencing Network

10
11 **Gakona.**

12 In-State Phone: Copper Valley Telephone Cooperative
13 Long-Distance Phone: AT&T Alascom; GCI
14 Internet Service Provider: Copper Valley Telephone Cooperative, Inc.
15 (www.cvtc.org)
16 TV Stations: ARCS
17 Radio Stations: KCAM-AM; KUAC-FM
18 Cable Provider: None
19 Teleconferencing: Glennallen Legislative Information Office

20
21 **Glennallen.**

22 In-State Phone: Copper Valley Telephone Cooperative
23 Long-Distance Phone: GCI; Copper Valley Telephone
24 Internet Service Provider: Copper Valley Telephone Cooperative, Inc.
25 (www.cvtc.org); GCI (www.gci.net)
26 TV Stations: ARCS; KIMO
27 Radio Stations: KXGA-FM; KCAM-AM
28 Cable Provider: None
29 Teleconferencing: Legislative Information Office

30
31 **McCarthy.**

32 In-State Phone: Copper Valley Telephone Cooperative
33 Long-Distance Phone: AT&T Alascom
34 Internet Service Provider: None
35 TV Stations:
36 Radio Stations: KXKM-FM
37 Cable Provider: None
38 Newspaper: *Wrangell-St. Elias News*

39
40 **Copper Center.**

41 In-State Phone:
42 Copper Valley Telephone Cooperative
43 Long-Distance Phone: AT&T Alascom; GCI
44 Internet Service Provider: Copper Valley Telephone Cooperative, Inc.
45 (www.cvtc.org)
46 TV Stations: ARCS

1 Radio Stations: KCAM-AM

2 Cable Provider: None

3 Teleconferencing: Alaska Teleconferencing Network

4
5 **Gulkana.**

6 In-State Phone: Copper Valley Telephone Cooperative

7 Long-Distance Phone: AT&T Alascom; GCI

8 Internet Service Provider: Copper Valley Telephone Cooperative, Inc.
9 (www.cvtc.org)

10 TV Stations: None

11 Radio Station: KCAM-AM

12 Cable Provider: Gulkana Village Council/Ahtna

13
14 **Tonsina.**

15 In-State Phone: Copper Valley Telephone Cooperative

16 Long-Distance Phone: AT&T Alascom

17 Internet Service Provider:

18 TV Stations: ARCS

19 Radio Stations: KCAM-AM; KUAM-FM

20 Cable Provider: None

21
22 **Kenny Lake.**

23 In-State Phone: Copper Valley Telephone Cooperative

24 Long-Distance Phone: AT&T Alascom; GCI

25 Internet Service Provider: Copper Valley Telephone Cooperative, Inc.
26 (www.cvtc.org)

27 TV Stations:

28 Radio Stations: KCAM-AM

29 Cable Provider: None

30 Teleconferencing: Glennallen Legislative Information Office

31
32 **Chistochina.**

33 In-State Phone: Copper Valley Telephone Cooperative

34 Long-Distance Phone: AT&T Alascom

35 Internet Service Provider: Copper Valley Telephone Cooperative, Inc.
36 (www.cvtc.org)

37 TV Stations: ARCS

38 Radio Stations: KCAM-AM

39 Cable Provider: None

40 Teleconferencing: Glennallen Legislative Information Office

41
42 **Mendeltna.**

43 In-State Phone: Copper Valley Telephone Cooperative

44 Long-Distance Phone: AT&T Alascom

45 Internet Service Provider: Copper Valley Telephone Cooperative, Inc.
46 (www.cvtc.org)

1 TV Stations: None
2 Radio Stations: None
3 Cable Provider: None
4

5 **Chitina.**

6 In-State Phone: Copper Valley Telephone Cooperative
7 Long-Distance Phone: AT&T Alascom
8 Internet Service Provider: None
9 TV Stations: ARCS
10 Radio Stations: None
11 Cable Provider: Community Improvement Association of Chitina
12 (CIAC)
13 Teleconferencing: Glennallen Legislative Information Office
14

15 **Nelchina.**

16 In-State Phone: Copper Valley Telephone Cooperative
17 Long-Distance Phone: AT&T Alascom
18 Internet Service Provider: Copper Valley Telephone Cooperative, Inc.
19 (www.cvtc.org)
20 TV Stations: None
21 Radio Stations: None
22 Cable Provider: None
23

24 **Tolsona.**

25 In-State Phone: Copper Valley Telephone Cooperative
26 Long-Distance Phone: AT&T Alascom
27 Internet Service Provider: Copper Valley Telephone Cooperative, Inc.
28 (www.cvtc.org)
29 TV Stations: None
30 Radio Stations: None
31 Cable Provider: None
32

33 **Subpart (b)(iv) Glacier Bay Model Borough.** The Glacier Bay model
34 boundaries extend from northern Chichagof Island to Cape Fairweather. The
35 Glacier Bay Model Borough Boundaries encompass six settlements.
36

37 These are Pelican (population 163); Whitestone Logging Camp (population 116);
38 Gustavus (population 429); Tenakee Springs (population 104); Hoonah
39 (population 860); Elfin Cove (population 32); and Game Creek (population 35).
40 Brief descriptions of communications in each of the Glacier Bay Model Borough
41 localities follows:
42

43 **Pelican.**

44 In-State Phone: ACS of the Northland
45 Long-Distance Phone: AT&T Alascom
46 Internet Service Provider: ACS Internet (www.acsalaska.net)

1 TV Stations: ARCS
2 Radio Stations: KCAW-FM
3 Cable Provider: None
4 Teleconferencing: Alaska Teleconferencing Network; Sitka
5 Legislative Information Office
6

7 **Whitestone Logging Camp.**

8 In-State Phone: ACS of the Northland
9 Long-Distance Phone: AT&T Alascom
10 Internet Service Provider: None
11 TV Stations: ARCS
12 Radio Stations: None
13 Cable Provider: None

14 **Gustavus.**

15 In-State Phone: ACS of the Northland
16 Long-Distance Phone: AT&T Alascom
17 Internet Service Provider: SEAKnet (www.seaknet.alaska.edu)
18 TV Stations: ARCS
19 Radio Stations: KTOO-FM
20 Cable Provider: None
21 Teleconferencing: Alaska Teleconferencing Network; Sitka Legislative
22 Information Office
23

24 **Tenakee Springs.**

25 In-State Phone: ACS of the Northland
26 Long-Distance Phone: AT&T Alascom
27 Internet Service Provider: None
28 TV Station: ARCS
29 Radio Station: KCAW-FM
30 Cable Provider: None
31 Teleconferencing: Alaska Teleconferencing Network; Sitka
32 Legislative Information Office
33

34 **Hoonah.**

35 In-State Phone: ACS of the Northland
36 Long-Distance Phone: AT&T Alascom
37 Internet Service Provider: Hoonah.Net (www.hoonah.net)
38 TV Stations: ARCS
39 Radio Station: KTOO-FM
40 Cable Provider: Tlingit & Haida Central Council
41 Teleconferencing: Alaska Teleconferencing Network; Sitka
42 Legislative Information Office
43

1 **Elfin Cove.**

2 In-State Phone: ACS of the Northland
3 Long-Distance Phone: AT&T Alascom
4 Internet Service Provider: None
5 TV Station: ARCS
6 Radio Station: KINY-AM; KCAW-FM
7 Cable Provider: None
8 Teleconferencing: Sitka Legislative Information Off
9

10 **Game Creek.**

11 In-State Phone: ACS of the Northland
12 Long-Distance Phone: AT&T Alascom
13 Internet Service Provider: None
14 TV Station: ARCS
15 Radio Station: None
16 Cable Provider: None
17 Teleconferencing: None
18

19 **Subpart (b)(v) Prince of Wales Model Borough**

20
21 Prince of Wales Model Borough Model Borough boundaries encompass thirteen
22 localities. These are Edna Bay (population 49); Whale Pass (population 58);
23 Coffman Cove (population 199); Thorne Bay (population 557); Craig (population
24 1,397); Kasaan (population 39); Hollis (population 139); Naukati Bay (population
25 135); Port Alexander (population 81); Klawock (population 854); Point Baker
26 (population 35); Port Protection (population 63); and Hydaburg (population 382).
27 Communications in the Prince of Wales Model Borough Boundary area
28 settlements are provided as follows.
29

30 **Edna Bay.**

31 In-State Phone: Alaska Telephone Company/AP&T
32 Long-Distance Phone: GCI; Alaska Telephone
33 Internet Service Provider: None
34 TV Station: None
35 Radio Station: None
36 Cable Provider: None
37

38 **Whale Pass.**

39 In-State Phone: Alaska Telephone Company/AP&T
40 Long-Distance Phone: AT&T Alascom; Alaska Telephone
41 Internet Service Provider: None
42 TV Station: ARCS
43 Radio Stations: KRSA-AM; KSTK-FM
44 Cable Provider: None
45 Teleconferencing:
46

1 **Coffman Cove.**

2 In-State Phone: ACS of the Northland

3 Long-Distance Phone: AT&T Alascom

4 Internet Service Provider: Cove Connect (www.coveconnect.com)

5 TV Stations: ARCS

6 Radio Stations: KRBD-FM; KRSA-AM

7 Cable Provider: none

8 Teleconferencing: Alaska Teleconferencing Network; Sitka Legislative
9 Information Office

10
11 **Thorne Bay.**

12 In-State Phone: ACS of the Northland

13 Long-Distance Phone: AT&T Alascom

14 Internet Service Provider: Alaska Power & Telephone Company
15 (www.aptalaska.net)

16 TV Stations: ARCS; KTOO

17 Radio Station: KRBD-FM

18 Cable Provider: Thorne Bay Community TV, Inc.

19 Teleconferencing: Alaska Teleconferencing Network; Sitka
20 Legislative Information Office

21 Newspaper: *Island News*

22
23 **Craig.**

24 In-State Phone: Alaska Telephone Company/AP&T

25 Long-Distance Phone:

26 AT&T Alascom; Alaska Telephone

27 Internet Service Provider: Alaska Power & Telephone Company
28 (www.aptalaska.net)

29 TV Stations: ARCS

30 Radio Stations: KRBD-FM; KGTW-FM; KTKN-FM

31 Cable Provider: Craig Cable TV, Inc.

32 Teleconferencing: Alaska Teleconferencing Network; Sitka Legislative Information
33 Office

34
35 **Kasaan.**

36 In-State Phone: ACS of the Northland

37 Long-Distance Phone: AT&T Alascom

38 Internet Service Provider: None

39 TV Station: ARCS

40 Radio Stations: KRBD-FM; KTKN-AM

41 Cable Provider: None

42 Teleconferencing: Sitka Legislative Information Office

43
44 **Hollis.**

45 In-State Phone: Alaska Telephone Company/AP&T

46 Long-Distance Phone: AT&T Alascom; Alaska Telephone

1 Internet Service Provider: Alaska Power & Telephone Company
2 (www.aptalaska.net)

3 TV Station: ARCS

4 Radio Station: KRBD-FM

5 Cable Provider: None

6 Teleconferencing: Alaska Teleconferencing Network

7
8 **Naukati Bay.**

9 In-State Phone: Alaska Telephone Company/AP&T

10 Long-Distance Phone: AT&T Alascom; Alaska Telephone

11 Internet Service Provider:

12 TV Stations: ARCS

13 Radio Station: KRSA-AM

14 Cable Provider: None

15
16 **Port Alexander.**

17 In-State Phone: ACS of the Northland

18 Long-Distance Phone: AT&T Alascom

19 Internet Service Provider: None

20 TV Station: None

21 Radio Stations: KCAW-FM

22 Cable Provider: None

23 Teleconferencing: Alaska Teleconferencing Network; Sitka
24 Legislative Information Office

25
26 **Klawock.**

27 In-State Phone: ACS of the Northland

28 Long-Distance Phone: AT&T Alascom

29 Internet Service Provider: Alaska Power & Telephone Company
30 (www.aptalaska.net)

31 TV Stations: ARCS; KTOO

32 Radio Stations: KRBD-FM

33 Cable Provider: None

34 Teleconferencing: Alaska Teleconferencing Network; Sitka
35 Legislative Information Office

36
37 **Point Baker.**

38 In-State Phone: ACS of the Northland

39 Long-Distance Phone: AT&T Alascom

40 Internet Service Provider: None

41 TV Stations: ARCS

42 Radio Stations: KFSK-FM

43 Cable Provider: None

44 Teleconferencing: Alaska Teleconferencing Network

45
46 **Port Protection.**

1 In-State Phone: ACS of the Northland
2 Long-Distance Phone: AT&T Alascom
3 Internet Service Provider: None
4 TV Station: ARCS
5 Radio Stations: KRSA-AM; KFSK-FM
6 Cable Provider: None
7 Teleconferencing: Sitka Legislative Information Office

8
9 **Hydaburg.**

10 In-State Phone: Alaska Telephone Company/AP&T
11 Long-Distance Phone: AT&T Alascom; Alaska Telephone
12 Internet Service Provider: Alaska Power & Telephone Company
13 (www.aptalaska.net)
14 TV Stations: ARCS
15 Radio Stations: KRBD-FM
16 Cable Provider: Hydaburg Cable TV, Inc. (Village Corp.)
17 Teleconferencing: Alaska Teleconferencing Network; Sitka
18 Legislative Information Office

19
20 **Subpart (b)(vi) Prince William Sound Model Borough**

21
22 The Prince William Sound Model Borough boundaries encompass five
23 settlements. These are Valdez (population 4,336); Whittier (population 182);
24 Cordova (population 2,454); Chenga Bay (population 86); and Tatitlek
25 (population 107).

26
27 Discussion of the communications features of settlements in the Prince William
28 Sound Model Borough boundaries follows.

29
30 **Valdez.**

31 In-State Phone: Copper Valley Telephone Cooperative
32 Long-Distance Phone: AT&T Alascom; GCI; Copper Valley Telephone
33 Internet Service Providers: Chugach.Net (www.chugach.net); Copper Valley
34 Telephone Cooperative, Inc. (www.cvtc.org);
35 GCI (www.gci.net); Sinbad Network
36 Communications (www.sinbad.net)
37 TV Stations: ARCS; KUAC; KYAC
38 Radio Stations: KVAK-AM/FM; KCHU-AM
39 Cable Provider: GCI Cable, Inc.
40 Teleconferencing: Alaska Teleconferencing Network; Legislative
41 Information Office
42 Newspapers: *Valdez Star*, *Valdez Vanguard*

43
44
45 **Whittier.**

46 In-State Phone: Yukon Telephone Co.

1 Long-Distance Phone: AT&T Alascom
2 Internet Service Providers: Core Communications (www.corecom.net);
3 School Only - GCI (www.gci.net)
4 TV Stations: ARCS; KUAC; KYAC
5 Radio Station: KCHU-AM
6 Cable Provider: Supervisions Cable TV
7 Teleconferencing: Alaska Teleconferencing Network; Valdez
8 Legislative Information Office
9

10 **Cordova.**

11 In-State Phone: Cordova Telephone Cooperative
12 Long-Distance Phone: AT&T Alascom; GCI
13 Internet Service Providers: ACS Internet (www.acsalaska.net); Copper
14 Valley Telephone Cooperative, Inc.
15 (www.cvtc.org); GCI (www.gci.net)
16 TV Stations: ARCS; KUAC; KYAC
17 Radio Stations: KCDV-FM; KLAM-AM; KCHU-FM
18 Cable Provider: GCI Cable, Inc.
19 Teleconferencing: Alaska Teleconferencing Network; Legislative
20 Information Office
21 Newspapers: *Cordova Times*
22

23 **Chenega Bay.**

24 In-State Phone: United Utilities Inc.
25 Long-Distance Phone: AT&T Alascom; United Utilities
26 Internet Service Provider: Dish Network
27 TV Stations: ARCS
28 Radio Station: KCHU-AM
29 Cable Provider: None
30 Teleconferencing: Alaska Teleconferencing Network; Valdez
31 Legislative Information Office
32

33 **Tatitlek.**

34 In-State Phone: Copper Valley Telephone Cooperative
35 Long-Distance Phone: AT&T Alascom
36 Internet Service Provider: Dish Network
37 TV Stations: ARCS
38 Radio Stations: KCHU-AM; KVAK-AM
39 Cable Provider: GCI Cable, Inc.
40 Teleconferencing: Alaska Teleconferencing Network; Valdez
41 Legislative Information Office
42

43 **Subpart (b)(vii) Upper Tanana Basin Model Borough**

44
45 The Upper Tanana Basin Model Borough Boundaries encompass nineteen
46 settlements. These include Chicken (population 17); Alcan Border (population

21); Eagle (population 129); Dot Lake (population 19); Delta Junction (population 840); Tok (population 1,393); Deltana (population 1,570); Healy Lake (population 37); Northway Junction (population 72); Northway (population 95); Big Delta (population 749); Eagle Village (population 68); Fort Greely (population 461); Mentasta Lake (population 142); Northway Village (population 107); Tanacross (population 140); Dry Creek (population 128); Dot Lake Village (population 38); and Dot Lake (population 19). Communications in the regional settlements are briefly described as follows.

Chicken. None listed.

Alcan Border.

In-State Phone: ACS of the Northland

Long-Distance Phone: AT&T Alascom

Internet Service Provider: None

TV Stations: None

Radio Stations: None

Cable Provider: None

Eagle.

In-State Phone: North Country Telephone Co./AP&T

Long-Distance Phone: AT&T Alascom

Internet Service Provider: Alaska Power & Telephone Company

(www.aptalaska.net); School Only - GCI

(www.gci.net)

TV Stations: ARCS

Radio Station: None

Cable Provider: None

Teleconferencing: Alaska Teleconferencing Network; Tok Legislative
Information Office

Dot Lake. None listed.

Delta Junction.

In-State Phone: ACS of the Northland

Long-Distance Phone: AT&T Alascom; GCI; ACS

Long Distance Internet Service Provider: Knix.Net

TV Stations: ARCS; KATN; KTVF; KUAC; KYAC

Radio Stations: KJNP-AM; AFRTS; KUAC-FM

Cable Provider: Hytec Communications Inc.

Teleconferencing: Alaska Teleconferencing Network; Legislative
Information Office

Newspaper: *Delta Wind*

Tok.

1 In-State Phone: Alaska Telephone Company/AP&T
2 Long-Distance Phone: AT&T Alascom; Alaska Telephone
3 Internet Service Provider: ACS Internet (www.acsalaska.net); Alaska Power
4 & Telephone Company (www.aptalaska.net);
5 School Only - GCI (www.gci.net)

6 TV Station: ARCS

7 Radio Station: KJNP-AM

8 Cable Provider: None

9 Teleconferencing: Alaska Teleconferencing Network; Legislative
10 Information Office

11 Newspaper: *Mukluk News*

12
13 **Deltana.** None listed.

14
15 **Healy Lake.**

16 In-State Phone: Alaska Telephone Company/AP&T

17 Long-Distance Phone: AT&T Alascom

18 Internet Service Provider: School Only - GCI (www.gci.net)

19
20 **Northway Junction.**

21 In-State Phone: ACS of the Northland

22 Long-Distance Phone: AT&T Alascom

23 Internet Service Provider: None

24 TV Stations: ARCS

25 Radio Station: None

26 Cable Provider: None

27
28 **Northway.**

29 In-State Phone: ACS of the Northland

30 Long-Distance Phone: AT&T Alascom

31 Internet Service Provider: Alaska Power & Telephone Company
32 (www.aptalaska.net); School Only - GCI
33 (www.gci.net)

34 TV Stations: ARCS

35 Radio Station: KCAM-AM

36 Cable Provider: None

37 Teleconferencing: Alaska Teleconferencing Network; Tok
38 Legislative Information Office

39
40 **Big Delta.**

41 In-State Phone: ACS of the Northland

42 Long-Distance Phone: AT&T Alascom

43 Internet Service Provider:

44 TV Stations: KATN; KTVF; KUAC; KYAC

45 Radio Stations: KJNP-AM; KUAC-FM; AFRTS

46 Cable Provider: None

1
2 **Eagle Village.**

3 In-State Phone: North Country Telephone Co./AP&T
4 Long-Distance Phone: AT&T Alascom
5 Internet Service Provider: None
6 TV Stations: ARCS
7 Radio Station: None
8 Cable Provider: None
9 Teleconferencing: Alaska Teleconferencing Network; Tok
10 Legislative Information Office
11

12 **Fort Greely.**

13 In-State Phone: ACS of the Northland
14 Long-Distance Phone: AT&T Alascom; GCI
15 Internet Service Provider: Knix.Net (www.knix.net)
16 TV Stations: KATN; KTVF; KUAC; KYAC
17 Radio Stations: KIAK-FM; KCBF-AM; KFAR-AM;
18 KUAC-FM
19 Cable Provider: GCI Cable, Inc.
20 Teleconferencing: Alaska Teleconferencing Network
21

22 **Mentasta Lake.**

23 In-State Phone: Copper Valley Telephone Cooperative
24 Long-Distance Phone: AT&T Alascom
25 Internet Service Provider: School Only - GCI (www.gci.net)
26 TV Station: ARCS
27 Radio Station: KCAM-AM
28 Cable Provider: None
29 Teleconferencing: Alaska Teleconferencing Network; Tok Legislative
30 Information Office
31

32 **Northway Village.**

33 In-State Phone: ACS of the Northland
34 Long-Distance Phone: AT&T Alascom
35 Internet Service Provider:
36 TV Station: ARCS
37 Radio Station: None
38 Cable Provider: None
39 Teleconferencing:
40

41 **Tanacross.**

42 In-State Phone: Alaska Telephone Company/AP&T
43 Long-Distance Phone: AT&T Alascom
44 Internet Service Provider: School Only - GCI (www.gci.net)
45 TV Station: None
46 Radio Station: None

Cable Provider: None
Teleconferencing: Tok Legislative Information Office

Dry Creek.

In-State Phone: Alaska Telephone Company/AP&T
Long-Distance Phone: AT&T Alascom
Internet Service Provider: None
TV Stations: KUAC; KTVF
Radio Stations: None
Cable Provider: None

Dot Lake Village.

In-State Phone: Alaska Telephone Company/AP&T
Long-Distance Phone: AT&T Alascom
Internet Service Provider: School Only - GCI (www.gci.net)
TV Stations: ARCS; KUAC; KYAC; KJNP
Radio Stations: KJNP-AM
Cable Provider: None
Teleconferencing: Alaska Teleconferencing Network; Tok
Legislative Information Office

Tetlin.

In-State Phone: Alaska Telephone Company/AP&T
Long-Distance Phone: AT&T Alascom
Internet Service Provider: School Only - GCI (www.gci.net)
TV Stations: ARCS; KYUK
Radio Station: None
Cable Provider :None
Teleconferencing: Alaska Teleconferencing Network; Tok
Legislative Information Office

Subpart (i) Wrangell-Petersburg Model Borough

The Wrangell-Petersburg Model Borough boundaries area is located in Southeast Alaska along the Alaska Inside Passage about 150 miles south of Juneau. The region includes the City of Petersburg, on the north end of Mitkof Island, and the City of Wrangell, on the northwest tip of Wrangell Island at the mouth of the Stikine River and the City of Kupreanof. No roads link the Census Area communities each other.

The Wrangell-Petersburg Model Borough encompasses four localities. These are Kupreanof (population 23); Petersburg (population 3,224); Wrangell (population 2,308); and Thom's Place (population 22). A brief description of communications in each of those localities follows:

Kupreanof.

1 Long-Distance Phone: AT&T Alascom
2 Internet Service Provider: None
3 TV Stations: KTOO
4 Radio Station:
5 KFSK-FM
6 Cable Provider: None
7

8 **Petersburg.**

9 In-State Phone: Alaska Telephone Company/AP&T
10 Long-Distance Phone: AT&T Alascom; GCI
11 Internet Service Provider: GCI (www.gci.net); Mitkof.net (www.mitkof.net);
12 SEAKnet (www.seaknet.alaska.edu)
13 TV Stations: ARCS; KTOO
14 Radio Stations: KRSA-AM; KFSK-FM
15 Cable Provider: GCI Cable, Inc.
16 Teleconferencing: Alaska Teleconferencing Network; Legislative
17 Information Office
18

19 **Wrangell.**

20 In-State Phone: Alaska Telephone Company/AP&T
21 Long-Distance Phone: AT&T Alascom; GCI
22 Internet Service Provider: Alaska Power & Telephone Company
23 (www.aptalaska.net); GCI (www.gci.net);
24 SEAKnet (www.seaknet.alaska.edu)
25 TV Stations: ARCS; KTOO
26 Radio Stations: KSTK-FM; KRSA-AM
27 Cable Provider: GCI Cable, Inc.
28 Teleconferencing: Alaska Teleconferencing Network; Wrangell
29 Legislative Information Office
30

31 **Thom's Place.** None listed.
32

33 **Part 4. Natural Geography and Necessary Areas**
34

35 State law (AS 29.05.031(a)(2) and 3 AAC 110.060(a)) requires borough
36 boundaries to conform generally to natural geography and encompass all areas
37 necessary to allow full development of borough services on an efficient, cost-
38 effective level.³⁹

³⁹ AS 29.05.031(a)(2) provides, "An area that meets the following standards may incorporate as a home rule, first class, or second class borough, or as a unified municipality ... (2) the boundaries of the proposed borough or unified municipality conform generally to natural geography and include all areas necessary for full development of municipal services." Additionally, 3 AAC 110.060(a) states that, "The boundaries of a proposed borough must conform generally to natural geography, and must include all land and water necessary to provide the full development of essential borough services on an efficient, cost-effective level. In this regard, the commission may consider relevant factors, including (1) land use and ownership patterns; (2) ethnicity and cultures; (3) population density patterns; (4) existing and reasonably anticipated transportation

1
2 This part of the report addresses the extent to which the boundaries of the eight
3 model boroughs under review conform to natural geography and include all areas
4 necessary for development of borough services.

5
6 **Subpart (a). Aleutians West Model Borough.**

7
8 The eastern boundary of the Aleutians West Model Borough is coterminous with
9 the corporate boundaries of the Aleutians East Borough. The Aleutians West
10 Model Borough encompasses that portion of the Aleutians archipelago extending
11 from Unalaska Island westward to Attu Island. The portion of the archipelago in
12 the Aleutians West Model Borough extends for approximately 950 miles.

13
14 The islands in the Aleutians West Model Borough are generally twenty to sixty
15 miles wide. The Bering Sea borders the islands to the north and the Pacific
16 Ocean borders the islands to the south.

17
18 **Subpart (b). Glacier Bay Model Borough**

19
20 The northern boundary of the Glacier Bay Model Borough is defined by the
21 formal boundaries of the City and Borough of Yakutat, Canada, and Haines
22 Borough. The eastern boundary of the Glacier Bay Model Borough is defined by
23 the Haines Borough (Chilkat Range), eastern portion of Icy Strait, and Chatham
24 Strait. The southern limits of the Glacier Bay Model Borough adjoin the
25 corporate boundaries of the City and Borough of Sitka. The western boundary of
26 the Glacier Bay Model Borough is coterminous with the jurisdictional boundaries
27 of the State of Alaska in the Pacific Ocean.

28
29 The Glacier Bay Model Borough includes Lituya Bay on the Gulf of Alaska, the
30 southern half of Glacier Bay National Park, and the tributaries that flow into
31 Adams Inlet. The region also includes Tarr Inlet, Rendu Inlet, Wachusett Inlet,
32 and Muir Inlet, along with the northern portion of Chichagof Island.

33
34 **Subpart (c). Chatham Model Borough**

35
36 The western limits of the Chatham Model Borough are defined by the corporate
37 boundaries of the City and Borough of Sitka and Chatham Strait. On the north,
38 the Chatham Model Borough boundary follows the 58th Parallel. The eastern
39 boundary of the Chatham Model Borough follows the channel between Admiralty
40 Island on the west and Swan Island and Tiedeman Island on the east. The
41 eastern boundary continues along the Seymour Canal and a portion of Stephens
42 Passage, the mouth of Big Creek on the northern portion of Kupreanof Island
43 (including the area of Kupreanof Island west of the mouth of Big Creek). On the

patterns and facilities; (5) natural geographical features and environmental factors; and (6)
extraterritorial powers of boroughs.

1 south, the Chatham Model Borough is bordered by 56°22' N latitude, which
2 crosses Kuiu Island.

3 4 **Subpart (d). Prince of Wales Model Borough**

5
6 The Prince of Wales Model Borough includes all of Prince of Wales Island and
7 the islands to the west. It also includes the southern portion of Kuiu Island south
8 of Gedney Harbor and Reid Bay. It is bordered on the south by the jurisdictional
9 limits of the State of Alaska.

10 11 **Subpart (e). Wrangell-Petersburg Model Borough**

12
13 The Wrangell-Petersburg Model Borough is bordered on the west by a portion of
14 Sumner Strait between Point Baker and Kashevarof Passage. The boundary
15 follows Kasevarof Passage south through Clarence Strait to the entrance of
16 Ernest Sound.

17
18 On the south, the limits of the region are defined by Ernest Sound and Eaton
19 Point (approximately) and the natural mountain divide to the Alaska/Canada
20 border (the southern boundary of the Wrangell Ranger District).

21
22 The eastern limits of the Wrangell-Petersburg Model Borough are defined by the
23 Alaska/Canada border. On the north, the boundary is defined by Hobart Bay.

24 25 **Subpart (f). Prince William Sound Model Borough**

26
27 The northern boundary of the Prince William Sound Model Borough is defined by
28 the Chugach Mountains and corporate boundaries of the Matanuska-Susitna
29 Borough. On the east, the border of the region is coterminous with the corporate
30 boundaries of the City and Borough of Yakutat. The Prince William Sound Model
31 Borough is defined on the south by the jurisdictional boundaries of the State of
32 Alaska in the Gulf of Alaska. On the west, the boundaries of the Prince William
33 Sound Model Borough are coterminous with the corporate boundaries of the
34 Kenai Peninsula Borough and Municipality of Anchorage.

35 36 **Subpart (g). Copper River Basin Model Borough**

37
38 The southern side of the Alaska Range forms the border of the Copper River
39 Basin Model Borough on the north. On the east, the region is defined by the
40 Alaska/Canada border. On the south, the Chugach Mountains separate the
41 Copper River Basin Model Borough from the Prince William Sound Model
42 Borough. On the west, the limits of the region are coterminous with the eastern
43 corporate boundaries of the Matanuska-Susitna Borough. This region includes
44 the majority of the Wrangell Saint Elias National Park and Preserve.

45 46 **Subpart (h). Upper Tanana Basin Model Borough**

1
2 The Upper Tanana Basin Model Borough is bordered on the north by the
3 Fairbanks North Star Borough and northern edge of the Mertie Mountains. On
4 the east, the region is defined by the Alaska/Canada border.

5
6 Southern side of the Alaska Range forms the border of the Upper Tanana Basin
7 Model Borough on the south. The western edge of the Upper Tanana Basin
8 Model Borough is defined by the corporate limits of the Matanuska-Susitna
9 Borough, Denali Borough, and Fairbanks North Star Borough.

12 **Part 5. Model Borough Boundaries**

13
14 State law (3 AAC 110.060(b)) requires the Local Boundary Commission to
15 consider model borough boundaries in judging the merits of any borough
16 proposal.⁴⁰ In a strict sense, the standard permits any boundary proposal that
17 does not extend beyond the model boundaries. However, as noted in Chapter 2,
18 the model borough boundaries standard truly calls for an evaluation of the
19 boundaries of a proposed borough in terms of its respective model.

20
21 It is stressed that model borough boundaries are the product of the application of
22 every standard and factor relating to social, cultural, and economic
23 characteristics of regions throughout the unorganized borough. The Local
24 Boundary Commission so defined model borough boundaries in the early 1990s.

25
26 The Commission's determinations regarding model borough boundaries were
27 proceeded with significant opportunity for public review and comment. The
28 process of defining model borough boundaries began with the wide public
29 distribution within each region of an eight-page tabloid (11½" X 17") describing
30 the project and the specific standards and factors established in law for the
31 setting of borough boundaries. The tabloids included maps of each specific
32 region and invited the public to submit proposals for model borough boundaries.

33
34 The initial opportunity for public comment was followed by the publication and
35 wide distribution of draft reports (including recommendations) on model
36 boundaries prepared by the Commission's staff (Department of Community and
37 Regional Affairs or DCRA). DCRA's recommendations were based on
38 voluminous evidence, including, for example, the extensive record regarding
39 social, cultural, and economic interrelationships gathered by the legislative

⁴⁰ 3 AAC 110.060(b) states, "Absent a specific and persuasive showing to the contrary, the commission will not approve a proposed borough with boundaries extending beyond any model borough boundaries."

1 reapportionment board for the 1990 reapportionment where that information was
2 available.

3
4 Public comments on the DCRA's draft reports were solicited. Following
5 consideration of public comments, DCRA then issued a final report on the matter.
6 After a final report was published, the Commission held public hearings
7 throughout the unorganized borough. In total, the Commission held hearings in
8 eighty-eight communities, either in person or by teleconference, with regard to
9 the model borough boundaries effort.

10
11 For purposes of this review of the unorganized borough, each member of the
12 Commission was provided with a copy of DCRA's report and recommendation
13 concerning model borough boundaries for the eight regions under review here.
14 Those reports consisted of the following:⁴¹

- 15
- 16 ▪ *Report to the Alaska Local Boundary Commission on the Proposed Yakutat*
17 *Borough Incorporation and Model Borough Boundaries for the Prince William*
18 *Sound, Yakutat, and Cross Sound/Icy Straits Regions*, Department of
19 Community and Regional Affairs, December 1991.
 - 20
 - 21 ▪ *Summary of Report to the Alaska Local Boundary Commission on the*
22 *Proposed Yakutat Borough Incorporation and Model Borough Boundaries for*
23 *the Prince William Sound, Yakutat, and Cross Sound/Icy Straits Regions*,
24 Department of Community and Regional Affairs, December 1991.
 - 25
 - 26 ▪ *Appendix A – Report to the Alaska Local Boundary Commission on the*
27 *Proposed Yakutat Borough Incorporation and Model Borough Boundaries for*
28 *the Prince William Sound, Yakutat, and Cross Sound/Icy Straits Regions*,
29 Department of Community and Regional Affairs, December 1991.
 - 30
 - 31 ▪ *Western Aleutian & Pribilof Islands Model Unorganized Borough Boundaries*
32 *Review*, Department of Community and Regional Affairs, August 1992.
 - 33
 - 34 ▪ *Model Borough Boundaries Review -- Southern Panhandle Region*,
35 Department of Community and Regional Affairs, August 1991.
 - 36

⁴¹ Where the titles reflect that the report was a draft, that report was adopted by DCRA as a final report in a single-page letter.

- 1 ▪ *Draft East Central Alaska Model Unorganized Borough Boundaries Review*,
2 Department of Community and Regional Affairs, December 1991.
- 3
- 4 ▪ *East Central Alaska Model Unorganized Borough Boundaries Review*,
5 Department of Community and Regional Affairs, April 1992.
- 6
- 7 ▪ *Model Borough Boundaries Review -- Ketchikan/Southeast Island*,
8 Department of Community and Regional Affairs, March 1991.
- 9
- 10 ▪ *Report and Recommendation to the Alaska Local Boundary Commission*
11 *Concerning Ideal Boundaries of a Prospective Chatham Region Borough*,
12 Department of Community and Regional Affairs, April 1990.
- 13

14 The Commission takes the view that the model borough boundaries standard is
15 due great deference in judging regional commonalities. Again, model borough
16 boundaries are derivative of all other standards and factors relating to regional
17 commonalities.

18

19 Each of the eight unorganized areas under review here are defined precisely in
20 terms of model borough boundaries.

21

22 **Part 6. Regional Educational Attendance Area Boundaries**

23

24 State law (3 AAC 110.060(c)) requires boundaries of proposed boroughs to
25 conform to those of regional educational attendance areas (REAA), unless
26 alternative boundaries better suit the application of all other borough standards.⁴²

27

28 As is discussed at length in Chapter 2, the requirement that borough boundaries
29 generally conform to REAA boundaries reflects the strong similarity between the
30 borough boundary standards in AS 29.05.031 and the statutory standards for
31 REAA in AS 14.08.031.

32

33 Subparts (a)-(h) describe the relationship between the model borough
34 boundaries and REAA boundaries in the eight unorganized regions under review
35 in this report.

⁴² 3 AAC 110.060(c) states, "The proposed borough boundaries must conform to existing regional educational attendance area boundaries unless the commission determines, after consultation with the commissioner of education and early development, that a territory of different size is better suited to the public interest in a full balance of the standards for incorporation of a borough."

1
2 **Subpart (a). Aleutians West Model Borough**

3
4 The Aleutians West Model Borough boundaries are identical to those of the
5 Aleutians Region REAA (including the City of Unalaska, which operates a city
6 school district).

7
8 **Subpart (b). Glacier Bay Model Borough.** All of the communities in the
9 Glacier Bay Model Borough are within the boundaries of the Chatham REAA
10 (including the City of Pelican and City of Hoonah, both of which operate city
11 school districts.).

12
13 In the course of the 1990s model borough boundaries determinations, the
14 boundaries of the Chatham REAA were, in effect, judged by the Local Boundary
15 Commission to be unsuitable for borough boundaries. The Chatham REAA
16 boundaries encompass three non-contiguous components. One encompasses
17 Skagway which is bounded by the Haines Borough on the west and south, and it
18 bounded by Canada on the north and east. The second non-contiguous
19 component encompasses Klukwan, which is wholly surrounded by the Haines
20 Borough. Those two components are within the Lynn Canal Model Borough.

21
22 The third non-contiguous component of the Chatham REAA is a larger area to
23 the south encompassing all of the communities in the Glacier Bay Model
24 Borough. One other community – Angoon – is in the Chatham REAA, but lies
25 outside the Glacier Bay Model Borough.

26
27 **Subpart (c). Chatham Model Borough**

28
29 As noted above, Angoon is in the Chatham Model Borough. The only other
30 community presently in the Chatham Model Borough is Kake. Kake lies just
31 outside the southern boundary of the Chatham REAA in the Southeast Island
32 REAA.

33
34 **Subpart (d). Prince of Wales Model Borough**

35
36 The Southeast Island REAA operates schools at Hollis, Coffman Cove, Kasaan,
37 Naukati Bay, Port Alexander, Port Protection, Thorne Bay, and Hyder. All of
38 those communities, with the exception of Hyder, are within the boundaries of the
39 Prince of Wales Model Borough.

40
41 In the early 1990s, the Commission determined that Hyder, along with Meyers
42 Chuck, had greater ties to the area within the Ketchikan Gateway Borough.
43 Those localities were consequently included in the model borough boundaries of
44 the Ketchikan Gateway Borough. In 1999, the Commission effectively reaffirmed
45 the previous determination that Hyder and Meyers Chuck rightfully belonged
46 within the model borough boundaries of the Ketchikan Gateway Borough. See:

1 *Statement of Decision in the Matter of the February 28, 1998 Petition of the*
2 *Ketchikan Gateway Borough for Annexation of 5,524 Square Miles, Local*
3 *Boundary Commission, page 7 (April 16, 1999).*
4

5 **Subpart (e). Wrangell Petersburg Model Borough.**
6

7 The Wrangell-Petersburg Model Borough boundaries encompass the
8 communities and settlements of Wrangell and Petersburg (each of which
9 operates a city school district), Kupreanof (whose students attend school in
10 Petersburg), and Thom's Place (which has no school).
11

12 Those four localities lie within the boundaries of the Southeast Island REAA.
13 However, during the course of the 1990s effort to define model boroughs, the
14 Commission determined that the borough boundary standards as a whole
15 demonstrated enough distinctions between those four localities and the adjoining
16 Prince of Wales localities to warrant a separate model borough.
17

18 **Subpart (f). Prince William Sound Model Borough**
19

20 The Prince William Sound Model Borough boundaries are identical to those of
21 the Chugach REAA (including the City of Cordova and the City of Valdez, which
22 operate city school districts).
23

24 **Subpart (g). Copper River Basin Model Borough**
25

26 The Copper River Model Borough boundaries are identical to those of the
27 Copper River REAA;
28

29 **Subpart (h). Upper Tanana Basin Model Borough**
30

31 The Upper Tanana Basin Model Borough boundaries are identical to those of the
32 Delta Greely REAA and the adjoining Alaska Gateway REAA.
33

34 **Part 7. Contiguity and Totality**
35

36 The standards for borough boundaries include a presumption in 3 AAC
37 110.060(d) that non-contiguous territory or an area that encompasses enclaves
38 does represent suitable boundaries.⁴³
39

⁴³ 3 AAC 110.060(d) states, "Absent a specific and persuasive showing to the contrary, the commission will presume that territory proposed for incorporation that is non-contiguous or that contains enclaves does not include all land and water necessary to allow for the full development of essential borough services on an efficient, cost-effective level."

1 None of the eight unorganized regions under review in this report, as reflected in
2 the model borough boundaries, is comprised of non-contiguous territories.
3 Moreover, none of the eight model boroughs encompass enclaves.
4

5 **Part 8. Overlapping Boundaries**

6

7 State law (3 AAC 110.060(e)) provides that the boundaries of a proposed
8 borough may not overlap the boundaries of another borough without addressing
9 the standards for detachment of the overlapping territory from the existing
10 organized borough.⁴⁴
11

12 None of the eight model boroughs reviewed in this report has boundaries that
13 overlap the boundaries of existing organized boroughs.
14

15 **Part 9. Conclusions Regarding Commonalities**

16

17 Based on the foregoing, the Local Boundary Commission concludes that each of
18 the eight areas under review embraced an area and population that has common
19 interests in a regional context as called for in Article X, Section 3 of Alaska's
20 constitution. Moreover, each of those areas has a population that is interrelated
21 and integrated socially, culturally, and economically, as set out in AS
22 29.05.031(a)(1) and 3 AAC 110.045(a). Additionally, the boundaries of the eight
23 unorganized regions examined in this report conform generally to natural
24 geography and include all areas necessary for full development of municipal
25 services in compliance with AS 29.05.031(a)(2). Further, the communications
26 facilities and land, water, and air transportation facilities in each of the eight
27 regions examined allow the communication and exchange necessary for the
28 development of integrated borough government in accordance with AS
29 29.05.031(a)(4) and 3 AAC 110.045(c)-d. In addition, each of the eight regions
30 embrace multiple bonafide communities as set out in 3 AAC 110.045(b).
31

32 Consequently, the Commission concludes that each of the areas meets all of the
33 regional commonalities standards established in law.
34

35 **3 AAC 110.045. Community of interests**

36

37 **3 AAC 110.060. Boundaries**

38 (a) The boundaries of a proposed borough must conform generally to
39 natural geography, and must include all land and water necessary to provide the

⁴⁴ 3 AAC 110.060(d) states, "Absent a specific and persuasive showing to the contrary, the commission will presume that territory proposed for incorporation that is non-contiguous or that contains enclaves does not include all land and water necessary to allow for the full development of essential borough services on an efficient, cost-effective level."

1 full development of essential borough services on an efficient, cost-effective
2 level. In this regard, the commission may consider relevant factors, including
3 (1) land use and ownership patterns;
4 (2) ethnicity and cultures;
5 (3) population density patterns;
6 (4) existing and reasonably anticipated transportation patterns and
7 facilities;
8 (5) natural geographical features and environmental factors; and
9 (6) extraterritorial powers of boroughs.

10 (b) Absent a specific and persuasive showing to the contrary, the
11 commission will not approve a proposed borough with boundaries extending
12 beyond any model borough boundaries.

13 (c) The proposed borough boundaries must conform to existing regional
14 educational attendance area boundaries unless the commission determines,
15 after consultation with the commissioner of education and early development,
16 that a territory of different size is better suited to the public interest in a full
17 balance of the standards for incorporation of a borough.

18 (d) Absent a specific and persuasive showing to the contrary, the
19 commission will presume that territory proposed for incorporation that is non-
20 contiguous or that contains enclaves does not include all land and water
21 necessary to allow for the full development of essential borough services on an
22 efficient, cost-effective level.

23 (e) If a petition for incorporation of a proposed borough describes
24 boundaries overlapping the boundaries of an existing organized borough, the
25 petition for incorporation must also address and comply with all standards and
26 procedures for detachment of the overlapping region from the existing organized
27 borough. The commission will consider and treat that petition for incorporation
28 as also being a detachment petition.

31 **Section E. Broad Public Interest.**

32 Part 1. Best Interests of the State

33 Part 2. Transition.

34 Part 3. Non-Discrimination.

35 Part 4. Conclusions Concerning Broad Public Interest.

36
37 This section of the report reviews aspects of the broad public interest concerning
38 borough formation. Three different standards are addressed here. First, a
39 borough may be formed only if it serves the best interests of the state. The
40 second standard concerns the orderly transition to borough government. The
41 third element concerns whether borough incorporation would deny any person
42 the enjoyment of any civil or political right, including voting rights, because of
43 race, color, creed, sex, or national origin.

45 **Part 1. Best Interests of the State**

1 AS 29.05.100 allows the Commission to approve a borough proposal only if it is
2 in the best interests of the state.⁴⁵ Standards for determining the best interests of
3 the state in cases of borough formation are established under 3 AAC 110.065.⁴⁶

4
5 The Local Boundary Commission has promulgated regulations to guide it in the application of
6 best interest standards. 3 AAC 110.980 states:

7
8 If a provision of AS 29 or this chapter requires the commission to
9 determine whether a proposed municipal boundary change or other
10 commission action is in the best interests of the state, the commission
11 will make that determination on a case-by-case basis, in accordance with
12 applicable provisions of the Constitution of the State of Alaska, AS 29.04,
13 AS 29.05, AS 29.06, and this chapter, and based on a review of

14 (1) the broad policy benefit to the public statewide; and

15 (2) whether the municipal government boundaries that are
16 developed serve

17 (A) the balanced interests of citizens in the area proposed
18 for change;

19 (B) affected local governments; and

20 (C) other public interests that the commission considers
21 relevant.

22
23 The principal elements of this standard relate to the following:

- 24
25 • maximization of local self-government;
26 • promotion of a minimum number of local government units; and
27 • relief to the state government from the responsibility of providing local
28 services.

29
30 The State encourages regions to assume and exercise local self-determination
31 and provide municipal services that are funded and provided at the local level.
32 Such is in the best interests of the public statewide and is consistent with the
33 constitutional intent regarding municipal government.
34

⁴⁵ AS 29.05.100(a) provides as follows, "The Local Boundary Commission may amend the petition and may impose conditions on the incorporation. If the commission determines that the incorporation, as amended or conditioned if appropriate, meets applicable standards under the state constitution and commission regulations, meets the standards for incorporation under AS 29.05.011 or 29.05.031, and is in the best interests of the state, it may accept the petition. Otherwise it shall reject the petition."

⁴⁶ "3 AAC 110.065 states, "In determining whether incorporation of a borough is in the best interests of the state under AS 29.05.100 (a), the commission may consider relevant factors, including whether incorporation (1) promotes maximum local self-government; (2) promotes a minimum number of local government units; (3) will relieve the state government of the responsibility of providing local services; and (4) is reasonably likely to expose the state government to unusual and substantial risks as the prospective successor to the borough in the event of the borough's dissolution. "

1 As was stressed in Part 5 of Section D of this chapter, model borough
2 boundaries are derivative of the application of every standard and factor relating
3 to social, cultural, and economic characteristics of regions throughout the
4 unorganized borough. Absent a clear demonstration that those boundaries are
5 invalid, the Commission finds that forming boroughs in the eight unorganized
6 regions reviewed in this report would be consistent with the constitutional
7 scheme for borough development.

8
9 Therefore, forming such boroughs would be in the best interests of the state.
10 Creating boroughs would advance maximum local self-government beyond the
11 level that currently exists in those eight unorganized regions. It may promote
12 minimum numbers of local government units through evolution of local
13 government structures as has occurred in Juneau, Anchorage, Sitka, Yakutat,
14 and Haines through unification and consolidation of local governments..
15 Furthermore, it would relieve the State government of the responsibility of
16 providing local services beyond that which exists under the current structure.

17 .
18 Article X, Section 1 of Alaska's constitution promotes maximum local self-
19 government which encourages the extension of borough government in areas
20 that satisfy the standards for borough incorporation and annexation. In this
21 regard, the Alaska Supreme Court held as follows:

22
23 Our review of the record has been undertaken in light of the
24 statement of purpose accompanying article X, the local government
25 article, of the Alaska constitution. Section 1 declares in part:

26
27 The purpose of this article is to provide for maximum local self-
28 government with a minimum of local government units, and to
29 prevent duplication of tax-levying jurisdictions. . . .

30
31 We read this to favor upholding organization of boroughs by the
32 Local Boundary Commission whenever the requirements for
33 incorporation have been minimally met.

34
35 *Mobil Oil Corp. v. Local Boundary Commission*, 518 P.2d 92, 99 (Alaska 1974).

36 37 **Part 2. Transition.**

38 The second standard addressed under the general heading of broad public
39 interest relates to the transition to borough government. State law (3 AAC
40 110.900) requires consideration of several different elements.⁴⁷

⁴⁷ 3 AAC 110.900 states as follows:

(a) A petition for incorporation, annexation, merger, or consolidation must include a practical plan that demonstrates the capacity of the municipal government to extend essential city or essential borough services into the territory proposed for change in the shortest practicable time after the effective date of the proposed change. A petition for city reclassification under AS 29.04, or municipal detachment or dissolution under AS 29.06, must include a practical plan

1
2 The intent of the transition standard is to require forethought to the manner in
3 which services will be extended to an newly incorporated borough. The plan must
4 also demonstrate good faith to extend services.

5
6 3 AAC 110.900(b) requires a practical plan for the assumption of relevant
7 powers, duties, rights, and functions presently being exercised by other service
8 providers. 3 AAC 110.900(c) requires a practical plan for the transfer and
9 integration of relevant assets and liabilities.

10
11 Obviously, in this case, this standard can only be applied abstractly since there
12 are no specific borough incorporation petitions for the eight areas in question.

13
14 The Commission recognizes that a newly incorporated borough is permitted a
15 two-year transition petition to assume responsibility for local services. In the
16 abstract, it is difficult to conjecture circumstances under which any of the eight
17 regions reviewed in this report would be unable to meet the terms of 3 AAC
18 110.900.

19
20 **Part 3. Non-Discrimination.**
21

22 State law (3 AAC 110.910) does not allow incorporation of a borough if the effect
23 of such would deny any person the enjoyment of any civil or political right,
24 including voting rights, *because of race, color, creed, sex, or national origin*.⁴⁸

demonstrating the transition or termination of municipal services in the shortest practicable time after city reclassification, detachment, or dissolution.

(b) Each petition must include a practical plan for the assumption of all relevant and appropriate powers, duties, rights, and functions presently exercised by an existing borough, city, unorganized borough service area, and other appropriate entity located in the territory proposed for change. The plan must be prepared in consultation with the officials of each existing borough, city and unorganized borough service area, and must be designed to effect an orderly, efficient, and economical transfer within the shortest practicable time, not to exceed two years after the effective date of the proposed change.

(c) Each petition must include a practical plan for the transfer and integration of all relevant and appropriate assets and liabilities of an existing borough, city, unorganized borough service area, and other entity located in the territory proposed for change. The plan must be prepared in consultation with the officials of each existing borough, city, and unorganized borough service area wholly or partially included in the area proposed for the change, and must be designed to effect an orderly, efficient, and economical transfer within the shortest practicable time, not to exceed two years after the date of the proposed change. The plan must specifically address procedures that ensure that the transfer and integration occur without loss of value in assets, loss of credit reputation, or a reduced bond rating for liabilities.

(d) Before approving a proposed change, the commission may require that all boroughs, cities, unorganized borough service areas, or other entities wholly or partially included in the area of the proposed change execute an agreement prescribed or approved by the commission for the assumption of powers, duties, rights, and functions, and for the transfer and integration of assets and liabilities.

⁴⁸ 3 AAC 110.910 states, "A petition will not be approved by the commission if the effect of the proposed change denies any person the enjoyment of any civil or political right, including voting rights, because of race, color, creed, sex, or national origin."

1
2 In addition to the provisions in State law, the federal Voting Rights Act of 1965,
3 codified as amended at 42 U.S.C. Section 1973, establishes standards relating to
4 the effects that incorporation would have upon civil and political rights of
5 minorities. The Voting Rights Act prohibits political subdivisions from imposing or
6 applying voting qualifications, voting prerequisites, standards, practices, or
7 procedures to deny or abridge the right to vote on account of race or color or
8 because a person is a member of a language minority group.⁴⁹

9
10 The Petition (at pages 43 – 44) addresses the Skagway borough proposal in the
11 context of the federal Voting Rights Act. The Petition stresses that “There will be
12 no change to voting rights upon incorporation of the territory.”

13
14 Here again, the Commission has no alternative but to consider the proposal in
15 the abstract. There are no specific assembly apportionment plans or other
16 relevant facts to consider under this standard for any of the eight areas in
17 question.

18
19 Nonetheless, the Commission recognizes that the provisions of the Federal
20 Voting Rights Act apply to REAAs and cities in Alaska. REAAs and their
21 representational structures were reviewed under the Federal Voting Rights Act
22 by the U.S. Justice Department following the 2000 census. The Justice
23 Department interposed no objection to those structures.

24
25 Moreover, the Commission is aware of no circumstance in the abstract that
26 would deny or abridge the right to vote on account of race or color or because a
27 person is a member of a language minority group if boroughs were formed in the
28 eight regions under review.

29
30 **Part 4. Conclusions Concerning Broad Public Interest.**

⁴⁹ Specifically, 42 U.S.C. Section 1973 provides as follows:

(a) No voting qualification or prerequisite to voting or standard, practice, or procedure shall be imposed or applied by any State or political subdivision in a manner which results in a denial or abridgement of the right of any citizen of the United States to vote on account of race or color, or in contravention of the guarantees set forth in section 1973b(f)(2) of this title, as provided in subsection (b) of this section.

(b) A violation of subsection (a) of this section is established if, based on the totality of circumstances, it is shown that the political processes leading to nomination or election in the State or political subdivision are not equally open to participation by members of a class of citizens protected by subsection (a) of this section in that its members have less opportunity than other members of the electorate to participate in the political process and to elect representatives of their choice. The extent to which members of a protected class have been elected to office in the State or political subdivision is one circumstance which may be considered: Provided, That nothing in this section establishes a right to have members of a protected class elected in numbers equal to their proportion in the population.

1
2 Based on the foregoing, the Commission concludes that forming boroughs that
3 meet standards established in the Constitution of the State of Alaska, Alaska
4 Statutes, and the Alaska Administrative Code serves the best interests of the
5 state in accordance with AS 29.05.100, 3 AAC 110.065, and 3 AAC 110.980.
6

7 In the abstract, it is difficult to conjecture circumstances under which any of the
8 eight regions reviewed in this report would be unable arrange for a well planned
9 and executed transition to borough government within two years. Thus, the
10 Commission concludes that the transition standard set out in 3 AAC 110.900 is
11 satisfied.
12

13 Lastly, the Commission again has difficulty conjecturing circumstances under
14 which boroughs established in any of the eight regions reviewed in this report
15 would deny or abridge the right to vote on account of race or color or because a
16 person is a member of a language minority group. Thus, the standards set forth
17 in 42 U.S.C. Section 1973 and 3 AAC 110.910 are satisfied in the abstract for all
18 eight regions reviewed in this report.
19
20
21
22
23